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ABSTRACT

Pre-circulated papers, comments on these papers, documents compiled as a result of group discussion, and resolutions adopted at Australia's 1980 National Workshop on Joint-Use Libraries are presented. A joint-use library is defined as one in which two or more distinct groups of users are given equal priority in the same premises, the governance of which is cooperatively arranged between two or more separate authorities. Three papers on joint-use libraries in primary and secondary schools (J. D. Dwyer), in colleges (A. J. Brown) and in community centers (G. Fraser) explore the circumstances under which coordinated services may be provided, the requirements which should be fulfilled before a joint function is undertaken, and the legal, contractual and administrative mechanisms necessary to ensure effective and continuing service to both the school/college community and the public at large. In addition to a list of resolutions adopted, documents produced at the workshop include a statement of the aims and objectives of joint-use libraries; a discussion of the optimum conditions for their establishment; and separate considerations of the planning process, contracts, staffing, and administration required for such libraries. Lists of workshop participants and their affiliations, and members of the Australian Advisory Council on Bibliographical Services Working Party on User Needs are appended. (ESR)

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DEVELOPMENT OF RESOURCE SHARING NETWORKS
NETWORKS STUDY No. 18

Joint-use Libraries in the Australian Community

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Proceedings of a National Workshop
Melbourne, 13-15 August 1980

Edited by Mairéad Browne
Convenor, Working Party on User Needs,
Australian Advisory Council on Bibliographical Services

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FOREWORD

The Australian Advisory Council on Bibliographical Services (AACOBS) was established in 1956. During the twenty-five years of its existence it has concerned itself with almost every aspect of library, information and archives services, and particularly with those aspects that affect the nation as a whole. To cope with the multifarious details which the work of AACOBS requires, a number of specialist Working Parties have, during the past eight years, examined the various bibliographical services and brought forward reports on diverse but not unrelated topics such as bibliography itself, book resources, and library co-operation through rationalisation of selection policies and interlibrary loans. These Working Parties have also reported on cataloguing at source and through regional and national centres, union catalogues of both monographs and serials, the need to strengthen municipal public libraries and the need for federal financial support for libraries of all types.

During the past few years AACOBS has also been engaged in organising or supporting seminars to enable appropriate professional people to discuss one or other of the above mentioned topics or issues related to them. Among these there have recently been a National Collection Building Seminar and a Conference on National Bibliographical Services: the Next Decade. The papers and proceedings published in this book are a record of another such activity in an area of services that has hitherto received only little attention from AACOBS: the use made of library services.

The Working Party on User Needs has played a low keyed role for a long time, partly because of the enormity of the task before it, partly because unavoidable changes in its composition disturbed the necessary continuity of planning. Identification however, of the relatively clear-cut concept of "joint-use", i.e. the common use made of one library service by quite distinct groups of citizens, usually served by individual libraries, and of problems associated with operation of such libraries, prompted the WPUN to bring together representatives of the various authorities involved in the provision of joint-use libraries to discuss the issues involved.

AACOBS is grateful to Mrs Mairéad Browne, Convenor of the WPUN, and all those associated with organising the Workshop, in particular Mrs. Pat Steward of the Preston Technical College, for their contribution to the relatively neglected aspect of information services: the users.

The attendance at the Workshop on Joint-Use Libraries had to be severely limited but the papers presented and the proceedings of the meetings will be of wide interest. The assistance of the National Library of Australia with their publication is gratefully acknowledged. The papers will thus, through this assistance, find a wide readership and stimulate thought, and maybe action, in the important field to which the Workshop was addressed.

D.H. Borchardt
Chairman
Standing Committee of AACOBS.

PREFACE

Arising from activities and recommendations of the Committee of Inquiry into Public Libraries which reported in 1976 (1), the Working Party on User Needs of the Australian Advisory Council on Bibliographical Services (AACOBS) organised a national Workshop on what have been variously described as "community libraries", "school/community libraries", "college/community libraries" and "joint-use libraries". The Workshop which built on state-based workshops held in the preceding 2-3 years, was funded by AACOBS itself and provided the opportunity for discussions between individuals representative of the various interests in the planning and operation of joint-use libraries, e.g. administrators from education departments, members of the library profession and acknowledged "experts" who were either practicising joint-use librarians or had specialist knowledge of e.g. the legal constraints on local government.

The Workshop participants met at La Trobe University outside Melbourne for two days in pursuit of the aims of the Workshop which were

> *to explore the circumstances under which a school/college library may be integrated with a public library to provide a coordinated service and*
>
> *(i) the requirements which should be fulfilled before such joint function is undertaken;*
>
> *(ii) the mechanisms, legal, contractual and administrative necessary to ensure effective and continuing service to both the school/college community and the public at large.*

At the close of the Workshop, the participants issued some statements of principle and recommendations with respect to developing the concept of joint-use libraries. It is expected that AACOBS will pursue the recommendations of the Workshop, which are included in these proceedings, along with the pre-circulated papers, introductions and comments on papers and reports from the small group discussions held.

It should be noted in reading the proceedings of the Workshop "Joint-Use Libraries in the Australian Community" that the following definition was accepted by Workshop participants and indicates the scope of the discussions.

> *"a joint-use library is one in which two or more distinct groups of users are given equal priority in the same premises, the governance of which is co-operatively arranged between two or more separate authorities."*

Mairéad Browne,
Convenor,
Working Party on User Needs.

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(1) Australian Committee of Inquiry into Public Libraries. Public Libraries in Australia. Canberra, A.G.P.S., 1976.

PROGRAMME

August 13

9.00 p.m.	Registration
	Supper

August 14

8.00 a.m.	Registration
9.00 a.m.	Official opening by D.F. Borchardt, Chairman Standing Committee, AACOBS and Chief Librarian, La Trobe University
9.15 a.m.	Authors of pre-circulated papers introduce their papers - J.D. Dwyer, Principal Education Officer, School Libraries Branch, Adelaide, S.A. - A.J. Brown, Superintendent (Educational Resources), Department of Further Education, Adelaide, S.A. - G. Fraser, Librarian, Parks Community Centre, Angle Park, S.A.
10.00 a.m.	Comments by B. Reid, Executive Officer, Public Libraries Division, Library Council of Victoria on issues raised by the pre-circulated papers.
10.30 a.m.	Morning Tea
11.00 a.m.	Small group sessions to identify major issues for discussion in regard to managerial/ contractual, administrative/staffing and planning/design matters.
11.30 a.m.	Plenary sessions to formulate tasks for small groups.
12.30 p.m.	Lunch
2.00 p.m.	Small group sessions
3.30 p.m.	Afternoon tea
4.00 p.m.	Small group sessions
5.15 p.m.	Close
6.00 p.m.	Workshop Dinner

August 15

9.00 a.m.	Plenary session. Group reports on previous day's discussion.
10.30 a.m.	Morning tea
11.00 a.m.	Small group sessions
12.30 p.m.	Lunch
2.00 p.m.	Plenary session to formulate and approve resolutions.
3.00 p.m.	Close

PRE-CIRCULATED PAPERS AND INTRODUCTORY COMMENTS

BY THE AUTHORS

JOINT-USE LIBRARIES IN PRIMARY AND SECONDARY SCHOOLS

James G. Dwyer

It is indeed gratifying to find the Australian library and education communities coming together at a national level to examine the issues relating to joint-use libraries. With others in our professions I have urged over the last few years that this matter of national import should be examined at a national level. There were many reasons for that proposal, the most significant being

- Lack of understanding by many authorities of the true nature of joint-use library services
- Duplication of experimentation across the country prior to evaluation of projects justifying such duplication
- Extravagant claims that joint services are always less expensive and more cost effective than separate services
- Dearth of documentation on experimental projects in Australia
- Biased literature, especially from abroad, which prevented adequate and impartial assessment
- So few people in our professions who had examined at first hand any of these services overseas
- Dangers that the political and economic climate could force the proliferation of joint-use services solely on economic grounds.

Fortunately there have been some serious and honest attempts at state and regional levels to consider issues under the umbrella of joint library services. These have served to develop an awareness, raise the consciousness, indicate the possible advantages and draw attention to the problems and administrative and other difficulties inherent in the provision of such services. Of major importance is the fact that they have provided the opportunity for discussion. Now for the first time a national workshop allows not only for the nation-wide exchange of experience and information on specific projects but also consideration of the circumstances of provision, the mechanisms involved and the effectiveness of schemes.

In the original brief for this workshop I was required to prepare a paper on the theoretical aspects of joint-use library services. Subsequently the requirement became the presentation of a discussion paper on joint-use libraries in primary and secondary schools. It appears to me that a seminar of this nature cannot deal with the practical school-based operation without addressing the theory and philosophy on which the practice is based. Hence this paper will deal with the theory of joint-use libraries as applied to the primary and secondary school.

I trust that it is understood what we are and what we are not considering under the terms of the workshop. The broad issues of community library service

involving co-operation efforts of different types of libraries and library systems are not under discussion. That concept of total library service based on community needs and the sharing of resources, commendable as it undoubtedly is, goes beyond the confines of joint-use libraries. This seminar restricts itself to the joint-use of facilities to provide a co-ordinated library service. In this segment the facilities would be located in primary or secondary schools. For convenience of terminology, then, I shall refer to them as school/community libraries; and for practical purposes I shall define them simply as joint library facilities based within schools, serving the school clientele and the public and financed jointly (not necessarily equally) by education and public library authorities.

Having set my parameters I must now state some basic assumptions under which I am operating, realising, of course, that you may not agree with these assumptions:

- Ready access to library resources is essential for school students in coping with modern educational method
- Each member of the community has the right to free public library service
- In the ideal situation, separate provision of school libraries and public libraries is to be preferred
- In many situations a joint facility offers a suitable alternative where no public library service is otherwise possible (at least in the short term)
- Any joint facility must be seen locally as serving all clients equally, not as the special prerogative of one group with the other allowed on sufferance
- If a school/community library is to provide proper service it must be available to all clients during opening hours and must make adequate provision during vacation periods
- The necessity for the general restriction of curriculum-related materials to school clientele cannot be sustained
- Public library material must be as available to school children as it would be in a conventional public library.

Because these assumptions are, in my view, basic to an understanding of school/community libraries there is no need for me to justify them in this paper. I treat them as dogma. Other issues, however, are not as clear cut and they provide considerable room for manoeuvre. Some comment is required on each of these.

(a) Type of community. There is a general acceptance that a school/community library may be a satisfactory alternative in a small, rural area where no separate local public library or regional public library service exists. Most of the successful examples (in Australia and overseas) fall into this category. Nevertheless there are examples of successful services in the

suburban areas of large cities, e.g. in Melbourne. The unanswered question in these cases, of course, is how much more or less successful would separate services have been.

(b) Size of community. As a matter of principle, the South Australian authorities have agreed that generally a community in excess of 3 000 people should be able to support a public library service; as a corollary, local rural communities below that population maximum are favourably considered for school/community library provision. Authorities elsewhere tend to be less specific, although there is evidence that in many overseas areas a figure of 10 000 people is considered a reasonable upper limit. A major survey in Canada (1) recently showed that the average population of areas served by school-housed public libraries was 3 685. That figure is misleading in its baldness, however, as the variation was from 100 to 50 000. It would appear, then, that determination of a reasonable figure is quite arbitrary.

(c) Type of school. Because schools with secondary enrolments contain many library materials suitable to the adult population they are usually considered more satisfactory bases for school/community libraries. What is often overlooked is that these libraries must cater for the total community, including primary school and pre-school children. Primary school-based school/community libraries cater for these clients but lack adult and many secondary level materials in their school collections. On balance one must favour the secondary school as a base, but it is reasonable to expect the public library authority to make provision for all clients not normally catered for by the particular school.

(d) Providing authorities. My reading and observation in the field of school/community libraries have convinced me that there is no necessity for materials to be provided through the one authority as many scribes maintain. Their reasoning is that this is the only method of ensuring that the total collection is organised consistently. Perhaps the perfect situation calls for such an approach, but I have yet to see the perfect library where materials are consistently classified. In any case, it is impossible for all material relating to a specific topic to be housed together.

(e) Building. It is frequently claimed that a school/community library building must be planned as such and that any attempt at expansion of a conventional library facility to cater for a dual purpose library is an exercise in futility. Again, the ideal situation would demand such initial planning but experience shows many examples of expansion of facilities to make provision for a satisfactory school/community library. I would suggest that the planning theory is far more critical in a large service than in a small rural town where minor additions to a school library may make adequate provision for public usage.

(f) Separate areas. Certain phobias are supposed to surround the entry of the general public into school/community libraries, indeed into schools generally. I would claim that these fears have been highly exaggerated; nevertheless they do have some substance. Firstly, it has been traditional that schools are the domain of teachers and pupils. Secondly, many adults have unhappy memories associated with formal education. As a consequence numbers of teachers have looked askance at attempts by parents to become too involved in the "educational" function of schools and many adults feel uncomfortable in a school setting. Fortunately those days are rapidly passing. Schools are

opening up substantially - too fully or too quickly for some - so that parents and the community generally are participating in the teaching and learning experiences of the school. A real revolution is occurring in this area, although it is one of the few pleasant revolutions of our age. As this continues it is reasonable to expect a free mingling of adults and children in school/community libraries. In theory I see no need for separate areas except to allow for large group activity for classes of children; such separation should occur in the normal school library anyway, to prevent unnecessary distraction to individual users.

(g) Finance. Early in this paper I referred to *joint* funding of school/community libraries and indicated that an *equal* sharing arrangement was not necessary. I now reiterate both aspects of that statement. If it is to be a joint service, it requires reasonable financial input from the partners; otherwise the one funding authority will eventually take full control, make all the regulations and destroy the joint service. Now if I am required to assign the levels of reasonable financial input for each of the partners I am afraid that is asking the impossible. Each state, region or community will have its own modus operandi for public library and school library funding; these will have substantial bearing on school/community library funding. The essential factor is that each partner is seen to be making adequate provision to the satisfaction of the total service.

(h) Staffing. Who will be surprised if my inclination is to leave this paragraph blank? A major reason for such a suggestion is the knowledge that no matter what I write it will have serious flaws. Despite the scores of school/community libraries I have seen, I am yet to reach full conviction on the most satisfactory staffing arrangement. Perhaps my only consolation is that few people would have witnessed an ideal permanent staffing situation in a school library or a public library. Let me repeat what I have said on this matter on another occasion,

> *"that in the ideal situation I would opt for a single librarian-in-charge who had expertise in both school and public librarianship, a proven ability to get along with people, and a desire to serve."* (2)

In practical terms such people are hard to find; hence compromise would usually have to be made. If the compromise is in the form of shared responsibility between a school librarian and a public librarian the chances of a successful operation rest heavily on the personalities of the two. Experience has shown that the smooth operation often disappears with the departure of one of the head librarians and the appointment of a successor. If one librarian is to have overall responsibility, the politics of the situation almost certainly demand that it be a school librarian, with qualifications acceptable to the education authorities. In any case the practicalities suggest that in small rural communities a school librarian will have responsibility.

These issues are not the only matters which require consideration when a school/community library is proposed. Some of the other issues are the location of the school in relation to the community; the position of the library within the school; the final authority on contentious issues; the need for contractual agreements between the parties. Undoubtedly each of us can call to mind other factors which have some bearing on individual projects, some of which matters have only local significance such as the existence of Institute libraries in South Australia.

Because I have raised so many issues the impression may be given that they are all seen as matters on contention. This is not necessarily so; rather are they issues which, if pertinent in a specific case, should be addressed. In a seminar of this nature, however, they must be alluded to if the broad picture is to be considered.

This points perhaps to one of the basic problems underlying the school/community library question - the difficulty of treating all school/community libraries under the one umbrella. There is no doubt in my mind that the joint service in a small rural community can be more easily provided and maintained with fewer problems than the service in a large metropolitan centre. You will be aware that there is much adverse literature on the subject of school/community libraries. Are you aware, though, that the criticism relates largely to those services in the larger centres? Certainly some of the smaller schemes have their critics and I have witnessed some which deserved failure; nevertheless their chances of success appear to be higher because a sophisticated service is not expected, a viable alternative is unlikely to be available and a spirit of co-operation can more easily be engendered in a close community.

In 1976, during a tour of the United States, I visited a large number of school/community libraries to see at first hand the great variety of services which had been implemented and to assess for myself if the literature in the field presented an accurate picture. I commented later,

> *"The literature concerning school/community library activities in the United States has tended to be impassioned - especially by commentators opposed to the concept. My visit.....confirmed a suspicion that proponents may also be slightly biased and inclined to present an incomplete picture."* (3)

What caused me to make that comment was the evidence which belied some of the documentation made available or some operative factors which were not publicised but which affected the level of service. Such selective advertising can be quite misleading. It is not confined to the United States, however, and a film I have seen on an Australian service presents an impression of open availability whereas the library was available to the public only after school hours. It is essential to all that in a developing service area the full facts are made known so that informed conclusions can be drawn.

While carrying out a survey of school/community libraries in Australia for the Schools Commission in late 1977 I was conscious of much reticence and uncertainty in some quarters - largely, I believe, because of the stigma which the adverse literature had caused to be attached to such joint services. Perhaps it should be emphasised that most of the negative literature has come from "experts" who have no experience in the area but simply oppose it in concept; the little (by comparison) favourable literature has emanated mainly from the pens of those who have worked in school/community libraries or have been closely associated with them. That survey, the results of which were published in 1978 under the title *Co-operation or Compromise* (4), gave me many more insights into the possibilities, the advantages and the problems of joint-use services. It convinced me of two things, however. One was that such services should not be entered into lightly; full discussion and consultation with all the parties involved must take place. The second was that while the level of success of a service depends on many factors, the one matter which has the

largest bearing is the personality of the person (or persons) running the service.

A number of projects outlined in the survey had not commenced but were proposals with a fair chance of implementation. Such did not eventuate in three cases. On the other hand, additional projects have been instituted in South Australia, Tasmania and Victoria; firm proposals are in hand for some centres in the Northern Territory; and a recent press report refers yet again to the possibility of a joint service being mounted in Western Australia.

It may well be considered that the major lack on the Australian scene is of evaluative literature on existing projects. I strongly support that contention. Internal assessments are available (e.g. of Boronia and Templestowe) but up-to-date objective evaluation does not exist. Perhaps this should be a priority for our profession. But prior to that, encouragement should be given to practitioners to publicise to the profession their experiences so that adequate planning and elimination of unfortunate practices may occur in future school/community libraries. They will not be chased from Australia with the big stick any more successfully than they were eliminated from the United States, or from Canada where 179 such services were recently identified. (5) We have quite firmly with us a type of library service which must now be regarded as legitimate. We also have a responsibility to ensure that the service it purports to give is the best possible for its clients.

An obvious question which must be raised at this seminar - so why not in this paper? - is that of education for school/community librarianship. I am unaware of specific training courses (here or overseas) in the area, although some colleges do provide minor options within their courses of study. Perhaps it is unrealistic to anticipate specific courses in school/community librarianship; nevertheless the incidence of such libraries will undoubtedly increase so there will develop a growing demand for expertise in the area. Hopefully the issue will be treated with sincerity by those charged with responsibility in the training field.

In this discussion on some of the issues of school/community libraries I have endeavoured to take a general and broad view rather than present operational models from the system most familiar to me. For practical effect however, I am including as appendices some documentation which will provide meaningful comment on the type of service given in the twelve school/community libraries now operating in South Australia. Such inclusion is not meant to signify the ideal school/community library operation; however, it has been a satisfactory base for the inauguration of a scheme to suit South Australia's rural areas. Some changes are sure to occur in the near future, but I would hope that any experimental scheme would make necessary changes in accordance with experience.

No consistent pattern of school/community library establishment has emerged across Australia. It may be surprising, for instance, that Victoria and Tasmania, with their highly developed public library services, and South Australia, with a history of depressed public library services, are the three states with most experimentation in school/community libraries. Do the following factors have any bearing on the matter?

> The central administration of public library and school library services in Tasmania is now integrated.

- Guidelines for school/community libraries in South Australia were developed when the Minister of Education had responsibility for education and public libraries.

- There has been close liaison in Victoria between the Library Council of Victoria and the Education Department.

- South Australia and Victoria have been experimenting widely in parent and community involvement in education.

It is not suggested that these factors of themselves have led to the growth of school/community libraries in the three states concerned. It is possible, however, that they have helped to create a climate for discussion and for susceptible awareness of needs, both of which are essential ingredients for understanding. There have been valuable discussions elsewhere too, such as the major seminar conducted in Sydney in March 1979 and whose proceedings (6) were recently published by the Library Council of New South Wales. In due course, possibly as an outcome of this national seminar, consistent national policies concerning school/community libraries will become a reality. This is not to suggest that one pattern should be followed. School library services and public library services vary from state to state; there is, however, a basic principle and a level of consistent policy between them which allows for variation within the co-ordination.

I should like to conclude this paper with a selection of comments I made (7) on some of the school/community libraries I visited in the United States in 1976. Rediscovering those comments recently refreshed my memory of the situations found and it seemed pertinent to reproduce them for this seminar.

> *"Ewa Beach is a rural area roughly 20 miles from Honolulu with a neighbourhood population of close to 10 000. Campbell High School (enrolment 2 100) supports a combined library - the Ewa Beach Community/School Library. More correctly one should say the Ewa Beach Library serves the community and Campbell High School, in whose grounds it stands..... In order to encourage appreciation of the Hawaiian situation it should be stated that the State Department of Education is responsible for the State Library services. A superintendent of Education is also State Librarian..... A Media Co-ordinator, responsible to the Regional Co-ordinator for the State Library District, is the administrative head of the Ewa Beach Library. He is supported by public librarians, school librarians, library technicians..... The school librarians enjoy salary and conditions pertaining to teaching staff..... Some aspects of the Ewa Beach situation are contrary to many recognised guidelines laid down in the literature, such as those concerning funding, salary and conditions of service, and the chief administrator being a school person. The fact that the facility works, is accepted by school and community personnel and is in heavy demand indicates that personalities have a large part to play in any combined project and that, given broadminded attitudes, the ideals of service can triumph over human-made problems."*

"Sheridan, a suburb of Denver, boasts a community swimming pool, community hall and community library, based at the high school (600 enrolment)..... The library, built as a joint facility, operates under contract, renewed annually, between the Sheridan Board of Education and the Arapahoe Regional Library District Board..... The library facility is an interesting mixture of separate and combined administrative procedures. Responsibility is a joint function between school library personnel (on teaching conditions) and public library personnel (on public service conditions); support staff likewise operate under separate awards. Separate funding, selection and even processing (with some variation in classification) systems exist..... School and adult material is integrated. Despite the apparent anomalies in the system, the library, operating fully as a joint facility by being available without restriction to school and community personnel during opening hours, functions as a workable unit with a minimum of problems..... Co-operation and service are the guiding principles followed, and these even stretch to the provision of a public library extension service to the other neighbourhood schools."

"Columbine school (1 800 enrolment) is also in a suburb of Denver. Built three years ago, the library is of circular design, surrounded by teaching pods. Some 18 months ago a decision was made to provide public library service by making the school library available to the community. Restrictions, however, are imposed in that the facility is not generally available to the public during the majority of teaching hours..... There is also concern at the possibility of children having access to adult material; adult fiction is therefore shelved separately and available only to those school students who have parental authority for access..... Responsibility for the library is in the hands of an Instructional Materials Centre Co-ordinator, employed by the school. Other staff are employed under separate conditions by school and public library authorities..... A marked contrast exists between this and the Sheridan library."

"Olney, a town in northern Texas, has a neighbourhood population around 3 000. In the town shopping centre is a small public library service point containing adult materials. Some 400 yards away is a campus housing a high school, a junior high school and an elementary school, each served by its own library; the library attached to the elementary school also serves as the children's library for the town. The four libraries.....are not regarded as four separate libraries. The Olney Community Library is one service operating from four service points, each freely available to the community. In practice, the library facility at the high school is regarded as the focal point, for only here is there a catalogue of the holdings of the service..... The major thrust of present efforts is towards the establishment of a new library building on the campus to replace the existing four service points..... One cannot help but query this priority when the final result must be the provision of a less accessible facility. The question remains - would funds be more gainfully employed in

upgrading the level of service (e.g. by improving bibliographic accessibility) at each of the existing service points?"

"La Moure, Oakes, Velva. Each of these three places in North Dakota is a small rural town with the school library operating as the town public library. Factors such as population, funding, staffing and accessibility were similar in each case; usage, however, was greatly variable. In searching for factors which might have brought about this variation, two points were apparent. The most heavily used library had at its head a dynamic young woman who exuded enthusiasm and personality of a higher order; in addition she was heavily involved in many community activities. On the other hand, the least used library.....earned that distinction for an obvious reason - the school is situated at the extremity of the town, far removed from the shopping, civic and other cultural facilities. It is interesting to conjecture what effect the librarian in the former situation would have on the latter."

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(3) *Review*, vol. 5 no.1, March 1977, (Education Department of S.A.) p.19.

(4) Dwyer, J.G. *Co-operation or Compromise: School/Community Libraries in Australia.* Adelaide, 1978. I.S.B.N. 0-642-91936-4.

(5) Amey, L.J., op.cit., p.1.

(6) *Joint Use of Library Facilities: Proceedings of a Seminar Sponsored by the Library Council of New South Wales and held on 29th March 1979.* Sydney, Library Council of N.S.W., 1980. I.S.B.N. 0-7240-6088-X.

(7) *Review*, op.cit., pp.19-20.

DWYER, APPENDIX 1

Summary of Guidelines For School/Community Libraries in South Australia

- Rural centres which have a school with secondary enrolments will be considered.
- Only those areas where the population effectively served is below 3 000 should normally be considered.
- School stock will continue to be provided in the normal way and public stock will be provided as for any public library, i.e. under the terms of the Libraries (Subsidies) Act.
- Staff for the central school/community library will be the responsibility of the Education Department.
- Cost associated with building alterations or extensions to cater for public usage will be borne by the Education Department which may recoup half those costs from local government (which may claim subsidy on its share from the state government through the Libraries Board of S.A.) - i.e. net costs would be 50% Education Department, 25% local government, 25% Libraries Board.
- Joint facilities will be established only in those areas where all local councils involved agree to the scheme and all Institutes in the area agree to dissolve.
- A local Board of Management will be established in each centre where such a library is to be established to determine policy for the library.
- The Board of Management will consist of the school principal, the teacher-librarian, representatives of the school council and nominees of local council involved, such that the latter are in an overall minority of one.
- Duties of the Board of Management include such matters as determining hours of operation, arranging additional depots or distribution points (e.g. school buses), arranging for additional non-school staff for the library or depots (voluntary or locally paid, with subsidy), promoting the library, providing the Libraries Board of S.A. with estimates of expenditure each financial year and submitting claims for subsidy).

SCHOOL COMMUNITY LIBRARY

FORMAL APPLICATION FOR ESTABLISHMENT

School ..... High/Area/Special Rural

BOARD OF MANAGEMENT

School Representatives	School Council Representatives	Local Government Nominees
.....	.....	
.....	.....	
.....	.....	
.....	.....	

The above local Library Board of Management for the school/community library system based at ..... School is recommended by ..... Council, in whose area the school is situated.

/ / ..... Town or District Clerk

POPULATION OF AREA SERVED (Do not list separate Wards if entire Council area involved)

Ward	Population	Council	Population	Per Capita Levy
		TOTAL		

INSTITUTES IN THE AREA SERVED

The members of these Institutes in the area have agreed that, on authority being granted to establish the school/community library, they will be dissolved under the provisions of the Libraries and Institutes Act.

..... Institute Signed ..... Secretary

..... Institute Signed ..... Secretary

..... Institute Signed ..... Secretary

TIMES OF OPENING MAIN SCHOOL/COMMUNITY LIBRARY TO THE PUBLIC (If vacation hours differ from term hours, please specify).

.....

.....

.....

HAS THE SCHOOL A QUALIFIED TEACHER/LIBRARIAN? YES/NO

If YES, give name .....

If NO, give name of teacher responsible for library .....

ESTIMATED ADDITIONAL STAFF REQUIRED - Teacher librarian ..... Hrs/Week

ESTIMATED ADDITIONAL STAFF REQUIRED - School Assistant (Library) ..... Hrs/Week

ESTIMATES OF EXPENDITURE FROM LOCAL FUNDS FOR THE YEAR BEGINNING 1ST JULY, 19__.

The total estimated cost should be shown in column (1) of the table below, except in the case of necessary building alterations where half the cost should be shown (see Section 3.4 in report). Documented application for subsidy may be made on all these expenses under the Libraries (Subsidies) Act, so that the actual net cost to the Council will be half these amounts. The net amount should be shown in Column (2).

	(1) Estimates of Gross Expenditure	(2) Net Cost to Council
Estimated Expenses		
Salaries and wages	.....	.....
Printing and stationery	.....	.....
Postage and freight	.....	.....
Telephone	.....	.....
Travelling Expenses	.....	.....
Insurance on building and contents, excluding books (NOT main school building)	.....	.....
Insurance on books	.....	.....
Periodicals	.....	.....
Half any building expenses	.....	.....
Other	.....	.....
TOTAL $		
* Books		
* Cassettes (optional)		
* Paperbacks (optional) $		

* The figure stated in column (2) for books, cassettes and paperbacks should be the amount which the local Board of Management intends to make available to the Libraries Board of South Australia for these items, after consultation with the Board.

ALTERATIONS/ADDITIONS TO BUILDING (Half the estimated cost to be included in Estimated Expenses on previous page).

.....

.....

.....

ALTERATIONS/ADDITIONS TO FURNITURE (expense to be met by Education Department).

(Indicate whether (a) essential or (b) desirable)

.....

.....

.....

.....

ADDITIONAL DISTRIBUTION

USE OF BUSES (give details of routes, arrangements)

.....

.....

.....

.....

.....

DISTRIBUTION POINTS (Description and times of opening)

Further relevant information

/ / .....

CHAIRMAN

Local Library Board of Management.

* Please send notification of any alterations to the above details to the School/Community Libraries Committee, Attention: Executive Officer.

Sample Agreement for School/Community Library in South Australia

To the Hon. the Treasurer:

The District Council of A., the District Council of B. and the Libraries Board of South Australia join in this application for the approval of the Hon. the Treasurer pursuant to the Libraries (Subsidies) Act 1955-1977 for the establishment of a school-community library at the A. Area school.

The following particulars and proposals are submitted:-

1. The proposal has been approved by the Minister of Education following agreement between the District Councils of A. and B., the A. Area School Council and the School Principal and following the recommendation of the Minister of Education's School-Community Library Committee.

2. The area to be served by the School-Community Library Service based at A. includes the entire District Council of B., which will be served through the B. Institute building and D. Primary School. This is not in accordance with the guidelines for school-community libraries and the combined population to be served exceeds the maximum required by the guidelines. Nevertheless this proposal has been approved by the Minister of Education as a trial project.

   The members of all Institutes in the areas to be served have agreed to dissolve conditionally on the establishment of the school-community library.

3. A Board of Management for the proposed library has been established with nominees of the District Councils of A. and B., the A. Area School and Area School Council. The District Councils of A. and B. recommend that the Board of Management should be a body approved by the Hon. the Treasurer for the purposes of Section 2(1) of the Libraries Subsidies Act 1955-1977.

4. Need for library services in the District Councils of A. and B.

   The District Councils of A. and B. have a combined population of 3 750 people who do not have access to a free public library service. It is expected that from this population there will be a strong demand for books of general literature as well as for technical and other non-fiction books of all types. It is expected that the majority of children's books will be provided by the existing school libraries.

5. Premises of the library service.

   The main library will be housed in the A. Area School library building and a branch library will be established in the B. Institute building. In the District Council of A. depots will be established at A., E., the F. Institute, and in the District Council of B. at the D. Primary School. School buses will be used for the distribution of books to people living along bus routes.

6. Character of the library

The proposal is for the establishment of a free lending and reference library in which a substantial proportion of the books will be of an educational or literary nature.

Hours of opening:	Term Time	Vacation Time
Mon. to Thurs.	8.45 a.m. to 5.00 p.m.	2.00 p.m. to 5.00 p.m.
also Tuesday	7.00 p.m. to 9.00 p.m.	7.00 p.m. to 9.00 p.m.
Friday	8.45 a.m. to 6.00 p.m.	2.00 p.m. to 6.00 p.m.
Saturday	9.00 a.m. to 11. a.m.	9.00 a.m. to 11.00 a.m.

7. Bookstock

It is proposed that the initial bookstock of the library will be provided by the Libraries Board from the Lending Service provided for by Section 3 of the Libraries (Subsidies) Act 1955-1977, at a cost to the State Government of $29 250. In addition to the initial bookstock, the Board will provide further books and library materials during the establishment period of the library, from funds supplied by the District Council subsidized dollar for dollar from moneys voted to the Board by Parliament for the purpose, at a cost to the government of $3 928 including amounts of $450 for periodicals, $560 for cassettes and $480 for paperbacks.

The subsequent cost of maintaining the collection of books and related materials to the government are expected to be $3 928 per annum on present prices; a similar amount to be contributed to the Board each year by the District Councils.

8. Annual cost of administration

Half of the annual cost of administration (other than that borne by the Education Department) including insurance against fire and similar risks it is suggested, should be borne by the District Councils, and if approved by the Hon. the Treasurer, the other half will be paid by way of subsidy under Section 2 of the Libraries (Subsidies) Act 1955-1977.

It is expected that initially the total annual cost of administration of the library (apart from the cost of books and other library materials) to the District Councils will not exceed $950 of which it is suggested, one half should be met by the State Government by way of subsidy.

9. Staff for the library

The staff for the library will be provided without charge to the District Councils by the Education Department, with such additional assistance as may be required being provided by the Board of Management, paid for by the District Councils and subsidized by the State Government, as provided for under (8) above.

10. Time of opening

It is hoped by the three bodies concerned that the library will be ready for opening in August 1981.

Signed: .....
Chairman,
District Council of A.

.....
Chairman,
District Council of B.

.....
Chairman,
Libraries Board of South Australia.

DWYER, APPENDIX 4

Pinnaroo Area School Community Library Annual Report 1979-1980

The growth of the library in the 1979-80 year has exceeded all expectations. At the beginning of the year, there were a total of 279 registered Adult borrowers and 353 registered Child borrowers. There are now 270 registered Adult borrowers and 389 registered Child borrowers. This shows an increase of 136 in membership and 50.6% of the total population in the area are now enrolled.

This is rather an impressive figure since the State wide average of registered borrowers is 25%-30% of the population.

Book stock has also increased over the year. 223 new titles have been added from the Public Libraries Branch and 400 titles have been rotated from other Public Libraries' stocks. 500 new adult paperbacks have also been added. Adult book stock numbers 3 770 volumes.

In the school section 1 212 new books have been purchased from grants and school funds, taking the total number of school materials to 11 445. All school materials are available to adult borrowers who are welcome to use the library at anytime during the school day or during the after hour times.

Records show that during the past year on average 238 adults used the library each month. It was noticed that the most popular days seem to be Thursday and Friday when up to 28 adults visit the library.

The Parilla Depot which is open on Thursdays for 2 hours has continued to be used by borrowers in that area. During 1979, 399 items were lent to borrowers. Loan figures for the year have increased dramatically from the previous year. During 1978, 20 367 items were borrowed from the library, but during 1979, 24 624 items were borrowed. These figures show a 20% increase in the use of the library resources over the year.

Some new resources will be available in the near future. The 200 cassette tapes supplied by the Public Libraries Branch and paid for by the Pinnaroo District Council have now arrived and are being processed ready for use. These tapes have necessitated the re-registration of all borrowers since borrowers must sign a declaration that they will not enfringe the Copyright Act.

The categories of the tapes include Classical, Modern, Country and Western, Humorous, Childrens, Light Jazz and Rock. The library will be receiving a further 200 during the next financial year.

The Pinnaroo District Council has also shown its tremendous support for the library by agreeing to purchase a microfilm reader to be housed in the library for Community use. This Microfilm reader enables borrowers to read the earliest copies of the Pinnaroo Border Times from 1911-1946 which have been microfilmed by the State Library.

The State Library has lent a copy of the Pinnaroo Border Times film covering the years 1911-1913. The students at school have already found this an intriguing way to discover for themselves the history of their district. Anyone who would like to come in and use the Microfilm reader is most welcome.

The Kindergarten and St. Joseph's Convent School continue to use the library on a regular basis. The students from St. Joseph's who have joined the Area School at year 8 have shown that they have a working knowledge of the library and are able to use it to their advantage for their study and recreational purposes.

Children's Book Week last year in July was a tremendous success. Various displays, story telling sessions, film sessions and competitions were held. The 'Oldest books in Pinnaroo' display proved to be very popular. The theme "Build with books' encouraged a wide range of crafts to be displayed in the Library and the Book-shop and book swap days proved to be very popular. The highlight of the week was the Children's Book Week Party held on the last Saturday morning during Book Week.

During National Library Week in September, Eudunda's store lent the library space to set up a 'mini-library'. Twenty five people joined the library in Eudunda's that day and all expressed surprise seeing the range of materials that were available through the library.

Visits to the Day Care of the hospital have also increased to include regular visits to people who live permanently at the hospital but who do not attend Day Care. As yet, no one has taken advantage of the hear-a-books which are available through the State Library. These are books which have been read on to cassette tapes and they are available for people who have a doctor's certificate to say they would be unable to read printed books. It is hoped in the future to have more success encouraging some of the older people to use a cassette tape recorder.

The opportunity has been taken of speaking about the library at a number of conferences during the year. One was a conference of librarians in the region, another was a conference of all principals and librarians who were contemplating establishing a Community Library in their school.

Introduction delivered during Workshop to pre-circulated paper on Joint-Use Libraries in Primary and Secondary Schools by its author J.G. Dwyer.

As is indicated, my paper addresses certain issues relating to joint-use libraries in primary and secondary schools. It also limits itself to the provision of a co-ordinated library service to the public and the school through the one facility based in a school, the service funded by both the education and public library authorities. Obviously this covers a variety of situations; but it also excludes others which are sometimes loosely referred to as joint-use libraries (e.g. a school library used as a depot of a regional library service).

I must assume that you have read the paper. Hence I shall not attempt to run through it now in abbreviated format. Rather would I talk briefly of some related issues and some basic principles so that my philosophy of approach may be seen in perspective. Thus I shall be leaving you to take up specific points as you see fit at the discussion stage.

I am conscious that human beings with an audience have a habit of setting themselves up as authorities. And I guess I am no exception. Obviously I have assumed some authority in agreeing and daring to write my paper. So what credentials can I present in offering these views? I can only claim the authority of wide reading and extensive visiting and observation. Let me say that I claim to have read almost everything available in the last ten years on joint-use libraries and to have visited in excess of 100 such institutions in Australia and overseas. So I ask you to accept my authority in that spirit - the authority not of practical but of substantial theoretical experience. And of course I am aware of the flaws in such experience.

I am also conscious that the papers you have, including my own, may be seen as endeavouring to justify joint-use libraries. That was certainly not the intention. I believe that we are not here to consider whether or not joint-use libraries are a good thing in principle. Rather we must acknowledge that, for better or worse, they are with us and are here to say. Therefore our task is to consider how to make best use of them, how to ensure they provide the best possible service and to plan for the future.

One of my major hopes of this workshop is that it will help to remove (even from some of the praticipants perhaps?) much of the stigma attached to joint-use libraries. There is no doubt that this stigma has existed and still does to some degree, although there are signs of it lessening. Two obvious causes exist - (a) the predominantly adverse literature which all too often is biased and inaccurate, and (b) the lack of publicity about the successes which have been achieved. (The vicious circle will be apparent - people do not publicise because of the stigma.)

There have been many definite successes of school/community libraries. On the overseas front quite a number have been documented. A few in the U.S.A. I have listed in my paper. The most complete documentation, however, has only recently appeared and that is the comprehensive study of such services in Canada, edited by L.J. Amey and called *The Canadian School-Housed Public Library*. My survey of the Australian position for the Schools Commission in 1977-78 contains

other successful examples (although let me hasten to say that the fact of their inclusion is not a judgment of success).

You will be aware that the main part of my paper does not cover the South Australian situation specifically. That was by deliberate choice rather than instruction. But I should like to refer to a couple of examples from South Australia for today in order to specify certain simple aspects of success. Take for instance the remote country town of Wudinna. In October 1978, not long after the official opening of the library, 684 items were borrowed; in April 1980, 2 449 items were borrowed. That is not an isolated statistic; loans have been steadily increasing monthly to that figure. Appendix 4 of the paper refers to the small town of Pinnaroo (about 700 people in the town and 1 500 in the Council district). In the past year its registered borrowers increased 8% to go beyond the 50% level (high by any public library standards). At the same time its loans increased 20% to close on 25 000 items - not bad for a district of 1 500 people. Then there is the small copper town of Burra, one of the more recent school/community libraries and undoubtedly one of the most successful. It has made a tremendous impact on the local community, but I would let the Principal of the School (Chris McCabe) extol its virtues to those who wish to know them.

Undoubtedly success is relative. One can also say that determination of success is really arbitrary. Yet there must be some measurement of success and in this field of joint-use libraries one of the factors in that measurement is how the service is seen by the local community. In bureaucratic terms, of course, one of the major factors is the level of service in comparison with other alternatives. But in many ways the ultimate test of success is in the degree of acceptance and the demand by the community and in the long-term continuation of the service.

In seeking the causes of success in those cases I have mentioned, it is not possible to channel them into one or two categories. I believe that there are many reasons for success. Some of the major ones are:

(a) Small, close-knit communities.

(b) Request by the local community for the service.

(c) Full consultation between all participating authorities.

(d) Poor or nil level of previous service.

(e) A specific set of guidelines to follow.

(f) Local control of the service.

(g) An economical cost which the community can bear. (I should add in this connection that the maximum local council contribution to a library service in South Australia is 3.5% of rate revenue. The state government covers the extra cost.)

So the reasons include philosophic, practical and economic factors. Basically, however, I believe the success of the schemes stems from the small, compact nature of the community. In saying that, I am not casting aspersions on schemes centred on larger communities, e.g. many Victorian and overseas schemes;

some of these are undoubtedly working very successfully and I suggest that the major reason for their success lies in the personalities on the people running them. This leads me to say that one set of specific, rigid guidelines is inadequate to cover all situations. Broad, flexible and adaptable guidelines must be developed if we are to look at the total scene.

I must mention another matter which is occurring in South Australia. The guidelines for school/community libraries in small rural areas were developed in a period of expanded funding in educational fields and the offer of substantial federal funding for school library development. In the interim the financial base has changed considerably and the Education Department has been forced to re-examine its philanthropic stance which is apparent in the guidelines outlined in Appendix 1 and to call for a more equitable sharing of costs for projects. This call has also been occasioned by a proliferation of types of service provided or requested, at variance with the original guidelines. Inconsistency in approach, service, responsibility and funding has tended to occur.

Nevertheless, there can be no doubt that some success has been achieved. Communities without access to a public library service and no hope of provision for decades have, within a short period, received a reasonable degree of satisfaction. Of equal importance, perhaps, is the fact that the development has produced a more library-conscious South Australian community. A workable and working system has been established in a field in which there have been a limited number of reported successes throughout the world.

So what are our responsibilities for today and tomorrow? I believe they are to examine the issues involved; to do so with open minds; to look for positive outcomes; to accept the inevitable that these services will persist, and to ensure that joint-use libraries do not become "a force for mediocrity".

JOINT-USE LIBRARIES IN COLLEGES: NEW DIRECTIONS IN TAFE

A.J. Brown

The Kangan Report of 1974 (1) set the stage for the Commonwealth government's direct involvement in technical and further education (TAFE), and the consequent expansion of this third sector of tertiary education throughout Australia. Tucked away towards the end of the Report the assiduous reader will find the following sentence:-

> *"As well as serving students and teachers, libraries in TAFE institutions should be accessible to members of the community at large."* (para. 4.141)

This fleeting reference may seem to provide a somewhat inadequate foundation on which to mount an argument for joint-use TAFE college and community libraries. However, I suggest that there are a number of factors which, added together, provide a convincing rationale for a joint library service *where local conditions favour its development*.

First and foremost, there is the common constituency served by the public library and the TAFE college - particularly where that college is assuming some or most of the characteristics of a community college, as in South Australia. These characteristics have been described by Palinchak as:

> *"its comprehensiveness, open-door policy, community services, adult and continuing education, counselling and guidance, vocational-technical career training, and its potential manifold opportunities to enrich home and community life... Preparing Americans for increasing periods of leisure and recreational activity is also a growing concern for community colleges."* (2)

With the omission of the term 'vocational-technical career training', this could almost serve as the description of a public library with an active community service programme.

Despite the many differences between the United States and this country, some Australian TAFE colleges already display many of these features, and in South Australia a number have in fact assumed the title of 'Community College'. They share with their North American namesakes a responsiveness to community need; a broad-based, multi-level, multi-purpose curriculum; an open admission policy; flexibility in the timing and pattern of their course offerings; availability of their facilities as far as practical to all members of the community; provision of counselling services; and a measure of community control through local college councils.

A review of 'Post-School Community Education and Community Colleges' undertaken for the S.A. Department of Further Education concludes:

> *"A first rate library with adequate well trained and qualified staff is essential for any community college worthy of the name.*

The library resource centre should be available to all members of the public whether they have enrolled in a college course or not.

It should co-operate with the local public library and co-ordinate its materials and services with it. Alternatively the library services of the college and the community should be integrated." (3)

Although the reality of library provision in most of our colleges still falls well short of this rosy ideal, there is thus at least a theoretical acceptance by TAFE administrators of the viability of the concepts of co-ordination and/or joint-use with public libraries. As will appear later in this paper, there is also an increasing readiness on the part of many local government authorities and their librarians to participate in a joint service - again, I would make the qualification *where local conditions favour its development*.

Before leaving the question of a common constituency, it may be objected that I have omitted to take into account the 30% or so of the population who by definition would seem to be excluded from a community college, as a post-secondary institution, by virtue of their age - i.e. the entire age group 0-15.

In fact, however, many children and young people make regular use of college facilities in one form or another. Increasingly colleges are providing creche facilities to allow mothers of young children to take part in vocational or enrichment courses; others share their recreational facilities with community groups, including youth clubs; the development of link courses between secondary students into the colleges; and so on. In Tasmania, indeed, responsibility for years 11 and 12 has now been transferred to TAFE, along with a change in name of the State's TAFE institutions to community colleges.

A second factor favouring the development of joint-use libraries in some areas is the location of the TAFE college. As a post-secondary institution aiming to attract a wide range of adult students, and with few full-timers requiring on-the-spot facilities for field sports such as cricket and football, there has not been the need faced by primary and secondary education authorities to locate schools on the edge of towns and away from main traffic routes.

TAFE colleges, on the contrary, are often located in the middle of large communities and adjacent to main roads or railway stations. To instance my own state once again, our most recent college is being built as an integral part of a major regional shopping centre. Quite frequently, then, the locational arguments used against many joint school/community libraries do not apply to similar proposals in the TAFE area.

Third, again unlike schools, TAFE colleges do not keep different hours from public libraries. Often, indeed, they will be open from 8 a.m. until 9 or 10 p.m. daily during the week, with some opening at weekends as well. With their high proportion of adult part-time students, they are not infrequently busier after 5 p.m. than before. Because college courses are specifically designed for post-school age and adult students, the reported reluctance by some adults to use library facilities within a school setting is unlikely to be a serious problem in a TAFE college.

Fourth, there is often a substantial similarity of interest between the bookstock of the TAFE library and that of the public library. The textbooks for many middle-level certificate courses - for example, in business studies, carpentry and joinery, and electronics - would not be out of place in a public library collection. Even more to the point, the materials provided in support of the wide range of personal development and leisure interest courses - such as Chinese cooking, dressmaking, flower arrangement, fruit and vine culture, home gardening and yoga, to name but a few of hundreds - are precisely those that will be found in any reasonably well-stocked public library. Similarly, the public library borrower of these materials may often be enrolled in the corresponding course in the local TAFE college.

Then of course, there are the economic arguments for a joint service, which apply with possibly greater force in the TAFE area - given the larger size of the facility - than in the case of primary or secondary schools. Planning a combined facility should not of course be based solely or even primarily on the requirement to effect great financial savings - although in order to justify the project to state and local government authorities the goals are often stated in terms of either (a) more services for the same cost, or (b) the same services for less cost. Nevertheless, savings may be effected in such areas as: land acquisition and construction costs; furnishings and equipment; maintenance and operational costs; and less duplication of library materials (e.g. expensive reference works, periodicals, microforms, etc.). At least some of these savings can be directed towards improving service for the users of the library.

Given the potential benefits resulting from the provision of library service on a shared basis by a college and public library, it is surprising that so few attempts have been made to develop a joint facility of this type in Australia. Prior to the beginning of this year, only one fully integrated college/public library service based on a TAFE college had been established, at Queenstown, in Tasmania. The library, a new building planned to serve the West Coast Community College and the mining centre of Queenstown, with a population of 4 000, was opened in 1977. The Tasmanian Education Department provided the building, and the State Library the staff and bookstock, with the two authorities sharing responsibility for recurrent salary and administrative costs. (4)

This form of resource sharing is more often found in the United States, where a national survey of community colleges undertaken jointly by the American Association of Community and Junior Colleges and the Public Library Association, showed that 41 colleges (7.3% of the respondents) operated a joint college and public library, and in 6 colleges (1.1%) the public library operated the college library under contract. (5)

The first move to investigate the possible development of joint-use college and public libraries in South Australia took place in 1977, when the then Minister of Education, Dr. D. Hopgood, set up an Interdepartmental Committee (a) to examine the desirability of, and recommend criteria for, the establishment and method of operation of joint College of Further Education/public libraries; and (b) to recommend to the Minister possible locations in which such joint libraries may be established. The Committee included representatives of the Department of Further Education, the Education Department, the Institutes Association, the Local Government Office, and the State Library.

One of the Committee's first tasks was to draw up Guidelines for the

establishment of joint college of further education/community libraries in South Australia. In doing so it had the advantage of studying the report and recommendations of an earlier Interdepartmental Committee on Community Use of School Libraries (6), and the Library Council of Victoria's report on the establishment of a joint public and high school library for Boronia (7). The ensuing Guidelines (see Appendix I) therefore reflect much of the conventional wisdom embodied in these earlier documents, but they also take pains to address two problems which reportedly have affected other joint-use projects.

The first, and most important, is the 'bogey' of management problems. I am one of those naive enough to believe that any management structure, no matter how poor, can be made to work provided there is sufficient goodwill on both sides; and conversely that any management structure, no matter how technically perfect, will fail if one of the parties, consciously or unconsciously wants it to do so. Nevertheless, I recognise that some structures are inherently more likely to create problems than are others, and that, other things being equal, unified control and responsibility are preferable to divided control and responsibility. The Guidelines therefore specify that all members of the library staff should be employed by and responsible to the same authority - a management committee which should be an incorporated body representative of the college council and the local government authority.

The second problem is specific to South Australia, where the Institutes movement has had a long and honourable history, and in some areas the local Institute is still the sole provider of library services. A crucial recommendation of the Committee on Community Use of School Libraries stated that *"community/school libraries should be established only in those areas where all the Institutes involved agree to dissolve"*.(8) In the event not all Institute committees have proved willing to dissolve themselves, with the predictable result that some proposals for school/community libraries could not be proceeded with, or at least, were subject to lengthy delays. The college/community library guidelines avoided this problem by simply stating that *"all Institutes located in the local government area(s) served by the library shall be encouraged to dissolve"*.

Proceeding to its second term of reference, the Committee agreed that joint college/community libraries would only be feasible in a limited number of locations - i.e. in those centres where Colleges of Further Education (currently 29 in number) were established and occupied a suitable central site, and where a public library service was either yet to be established, or was operating in inadequate premises. This limited the possible geographical areas of study to some six or seven. It was subsequently decided to undertake feasibility studies at Gawler, a market town of 7 000 population 40 km. north of Adelaide, and Peterborough, a railway town 200 km. north of the city, with a population of 3 000.

The studies were undertaken by officers of the Department of Further Education and the State Library, and it was concluded in each case that a joint service would be feasible. Both colleges were centrally situated, and the local government authorities concerned not only supported the concept in principle, but were prepared to enter into formal negotiations with the Department and the Libraries Board to establish a joint-use library. Unfortunately, both projects involved high capital construction costs ($250 000 for renovation of an historic building at Peterborough, for example), and the Department has not as yet been able to allocate the necessary funds for either project from its loan works programme.

Discussions have recently been resumed with the Gawler Council in the hope that a firm commitment can be made in the 1981/2 or 1982/3 financial years.

In the meantime, however, notable developments have occurred elsewhere in the State. In 1979 the Commonwealth Government approved a capital grant of $9 million towards the construction of a new community college (est. total cost $11.9m) at Noarlunga, 25 km. south of Adelaide.

The College, which will serve a rapidly growing area with a current population of some 70 000, is being designed as an integral part of the Noarlunga Regional Centre (see map attached) comprising a wide range of social, commercial, retail, administrative, recreational, health and residential as well as educational facilities. The Centre is adjacent to a transport interchange based on a main suburban railway line and serviced by a feeder bus system. The location is thus ideal, both for a community college and a public library.

The Noarlunga City Council had operated a mobile library service for some years, and was known to be interested in providing a static library facility in the Regional Centre. An initial approach to the Council suggesting the establishment of a joint-use library was well received, and detailed negotiations began in mid 1978. In August of that year the City Council gave its approval in principle to the proposal for a joint college/community library, including a capital contribution of $400 000 towards the construction costs of the building. Thus the building plans submitted the following year to the Commonwealth Government for approval included a library of some 2 500 sq. metres designed to house the full range of public library services, as well as the facilities and resources needed to support the College's educational programme.

Subsequent discussions with the Council's representatives have sought to clarify the requirements for the management of the library. It may be of interest to summarise here the principal points of agreement reached in these discussions:-

1. Lease Agreement. Agreed in principle that a lease agreement be entered into for a minimum period of 25 years at a peppercorn rental. Suggested that to protect the Council's investment of $400 000, this amount should be apportioned over the full term of the lease - i.e. on the basis of an apportionment of $16 000 for each year in the case of any earlier termination of the agreement.

2. Maintenance Costs. Agreed in principle that maintenance shall comprise light and power, cleaning, and air-conditioning, and shall be apportioned between the parties according to use. Suggested that the cost be shared on a 50-50 basis.

3. Staffing and Salaries. Agreed in principle that the number of staff be determined according to need at the time the joint facility is opened, and be reviewed annually. Suggested that a figure of 8 staff would be needed for library on opening in 1981, rising to 14 in 1985 (both estimates excluding 2 or 3 staff needed for mobile service). Further suggested that D.F.E. be responsible for the payment of the equivalent of 1 salary in 1981, rising to 4 in 1985 (subject to College requirements).

Agreed in principle that all library staff be employed by the joint Management Committee (see below) under the terms and conditions of the Municipal Officers Association award, and be paid by the Council under that award. Further agreed that the Council debit the College direct with its share of the cost of salaries for which it is responsible.

Agreed in principle that the College at its discretion may appoint a Lecturer (Resource Centre) on its own staff with responsibility for providing resource based educational programmes (including media production and utilisation), but with no responsibilities for the administration of library services.

4. Hours of Operation. Agreed in principle that a joint Management Committee be set up with equal representation of both parties, and with the following broad functions:-

(1) to develop policy for the operation of the library;

(2) to oversee the implementation of that policy;

(3) to represent the interests of the principal parties;

(4) to approve and validate the library budget;

(5) to employ the library staff.

Agreed in principle that the proposed Committee be composed of three (3) College representatives and three (3) Council representatives. Further agreed that the College representatives be the Principal and two other members determined by the College, and that the Council representatives be two elected members and the Town Clerk.

Agreed in principle that the Town Clerk act ex officio as the Committee's Executive Officer (because of the Council's responsibilities for payment of salaries, receipt and disbursement of Libraries Board subsidies and level of recurrent commitments) and be responsible to the Management Committee for the implementation of policy, the financial affairs of the library, and the employment of staff.

Agreed in principle that the Chief Librarian be responsible to the Executive Officer for the day to day administration of the Library and for the supervision of staff, and that he/she reports to the Management Committee on the professional aspects of library operations.

At the time of writing (30/6/80) these points have been incorporated into a formal contractual agreement between the Minister of Education and the Corporation of the City of Noarlunga which is now ready for signature by both parties. The library building itself, which is to be the first stage of the Community College complex, is under construction and due for completion in November 1981. The operational start is scheduled for January 1982.

While negotiations were proceeding at Noarlunga, another co-operative project developed at Murray Bridge, 75 km. east of Adelaide, with a population of 8 700. The local Community College, which is situated about 1 km. from the centre of the town, had a reasonably well equipped Library Resource Centre with a small collection of some 2 000 books but no permanent library staff. Due to the State government's policy of zero growth in the public service, there was no possibility of appointing staff in the near future.

The Murray Bridge Public Library, on the other hand, was very cramped for space (both for books and readers) and had no funds for expansion. In these circumstances a scheme was proposed which envisaged the development of the College L.R.C. as a branch of the Public Library. Stock would be transferred from the Public Library to round out the College collection, and the District Council would employ a professional librarian, who would be based at the College. The benefits were mutual - the College L.R.C. would for the first time be professionally staffed and the collection would be considerably enhanced with the addition of both fiction and non-fiction stock from the Public Library, while the latter could ease its overflow problem and develop as access point in the residential area of Murray Bridge where the College was located.

A memorandum of agreement between the Minister of Education and the District Council was then drawn up, in which the Department of Further Education contracted for an agreed fee with the Council for the provision of a full-time salaried librarian to the Community College, and for the establishment of the College Library as a branch of the Murray Bridge Public Library. (See Appendix II.) The appointee to the position, who has qualifications in both education and librarianship, commenced duty in March, 1980, and the Library opened to the public on 12 May, following the transfer of some 3 000 volumes to the branch from the Public Library. On the first day 121 people registered as borrowers, and after 4 weeks of operation the Community College branch is averaging 332 loans per week. Interestingly, loans from the main Public Library appear not only to be maintaining their previous level, but indeed to be increasing.

The administrative and financial arrangements for the joint service have been kept as simple as possible. The contract fee for the first year of operation has been set at $10 000, and is to be paid in two six-monthly instalments. The Librarian is responsible to the Principal for the day to day running of the College L.R.C./Branch Library, while the Principal and the Council's Chief Librarian constitute an informal management committee to oversee the effective operation of the service. The Chief Librarian has been fully involved in all the negotiations that have taken place, and a very good working relationship has developed between her and the College Librarian.

The Department is also exploring the possibility of co-operation with a number of other local government authorities in the State. The approach is essentially pragmatic, and different models are being considered in the light of local circumstances. In Port Pirie, for example, an industrial city of 17 000 population, the situation has similarities to that at Murray Bridge, and discussions are being held with the City Council regarding the provision of a contract service to the Community College by the Public Library. On the other hand, in Naracoorte, a country town in the south-east of the State, the local college is small and is situated ½ km. from the public library in the centre of the town. It has therefore been proposed that the bulk of the College library collection of fewer than 1 000 volumes should be transferred to the Public Library, which will be responsible for future acquisitions, cataloguing and reader services. The College bookstock will be integrated with the Public Library collection and available to all borrowers. The fee to be paid by the Department for this service is now being negotiated.

One other possible form of resource-sharing is worth mentioning here. The Elizabeth Community College is one of the Department's major Colleges, with more than 7 700 students enrolled in 1979. It is also the site of the model

Learning Resource Centre for the State, constructed with Commonwealth funds in 1978/79, and with a bookstock approaching 20 000 volumes. About ½ km. distant in the Town Centre is the Elizabeth Central Library, the lynchpin of a busy public library system with a total bookstock in excess of 50 000 volumes. A working group of College and City Council representatives was set up last year to examine the possible co-operative provision of library services between the two bodies.

This group has recently submitted its report, with the following recommendations:-

1. that a draft contractual agreement between the Department of Further Education and the City Council be prepared for consideration by the Department and the Council;

2. that the agreement provide for the appointment of a Liaison Librarian to the staff of the Elizabeth Public Library; the appointee to be based in the College L.R.C. and to have the duties specified in the attached Duty Statement (see Appendix III);

3. that a Liaison Committee comprising the Chief Librarian of the Public Library and the Lecturer-in-Charge of the College L.R.C., be established to oversee the work of the Liaison Librarian;

4. that the City Council investigate the possibility of employing temporary staff under the Special Youth Employment Training Programme to provide necessary clerical support to the Liaison Librarian;

5. that the Public Library investigate the possibility of supplementing the College collection with works of non-fiction relevant to present curriculum areas, and with some recreational material (e.g. science fiction);

6. that the College L.R.C. be opened as a study centre for the Elizabeth community, and that the possibility of weekend opening be investigated;

7. that the College L.R.C. maintain a general policy of all college-owned materials being available to the general public, but with the right to restrict borrowing of certain reference, audio-visual and special course materials;

8. that subject to agreement on items 1-7 above, the Department negotiate a contract fee with the Elizabeth City Council to cover an agreed proportion of the total cost of the additional salaries involved (i.e. of the Liaison Librarian and the SYETP trainee);

9. that the contractual agreement cover an initial period of two years, following which there should be a review of the operation with a view to renewal.

These recommendations have been endorsed in principle by the Department of Further Education and a draft agreement embodying them has been prepared for consideration by the City Council and the Department Executive. A formal decision by both parties is expected before the end of this year.

The various schemes I have outlined have, I hope, served to illustrate the range of possibilities for sharing library facilities and resources between TAFE and local government authorities. We should not merely be concerned with what may be termed the 'college-housed public library', but with the broader question of rationalisation of resources in the community's interest. In some cases this may indeed be met by basing a public library facility within a college, as at Murray Bridge, in other cases it may be more appropriate for a public library to hold a college's collection of books and periodicals, as is proposed at Noarlunga; or again, where two large and significant collections already exist in close proximity to each other, as at Elizabeth, it behoves those responsible for the management of the two services to co-ordinate and rationalise their development with a view to ensuring effective community use of both collections and to avoiding unnecessary duplication of stock and services.

In closing, I should like to refer once more to the Noarlunga project, which I believe will add a new dimension to the concept of joint-use in Australia. Here we have, for the first time, a major library costing some $1.8 million which has been custom designed to operate both as the headquarters library for an expanding public library service, and as the Learning Resource Centre for a large multi-disciplinary Community College. Whether or not it will prove to be a "trail-blazer" for similar major developments elsewhere remains to be seen - the particular combination of circumstances which favoured its development is not likely to occur at all frequently.

Nevertheless, there is a basic underlying factor which is actively promoting the development of joint-use services such as those I have described, and one which neither education nor local government bodies can afford to ignore - the economic and political climate in which both groups operate. Similar influences are at work not just in Australia, but perhaps even more strongly in the U.K., the U.S.A. and indeed in most western countries. The following forecast, by Christopher Dede, Professor of Education and Future Studies at the University of Houston, is symptomatic of the pressures now facing education and, I have no doubt, local government:-

> *"Realistically, in ten years, we will have one-half of the fiscal resources that we have today: one half of the salaries, the facilities, the books, the equipment, the maintenance, the transportation, and the administrative resources. One-half real dollar loss in ten years assumes an average erosion of seven percent per year; this is, losses from inflation, salary hikes, and recession will overbalance any gains from tax monies and other sources by about seven percent per year over the next ten years."* (9)

I see no reason to assume that the 'short-term' economic problems we are now facing in Australia won't in fact be long-term and possibly irreversible - or, at least, reversible only with great difficulty. If this proves to be the case, it does not need a Nostradamus to foresee that State and local government authorities are going to exert increasing pressure on publicly-funded services

such as libraries to make the most efficient and productive use of the public investment in them.

While there can be little doubt that the economic factor has loomed large in the development of the joint-use library, other conceptual factors have been important and should not be overlooked. In particular, it must be kept clearly in mind that the ultimate objective of any college, public or school library must be to provide the best service possible to its particular clientele.

In this era of financial stringency, I suggest that as librarians - and therefore, one presumes, experts in the management of library resources and services - it is clearly our responsibility to re-assess our traditional concept of separate services, and look seriously at alternative structures which may be better suited to the varied educational, informational and recreational needs of the community.

If librarians fail to get together to co-ordinate, rationalise and, where appropriate, combine their services, we should not be surprised to find the taxpayers' elected representatives (at state and local levels) prepared to do it for us. The result may not be much to our liking. On the other hand, if we take the initiative and develop co-operative schemes ourselves, we may find that the end result is a more effective, more efficient and more meaningful service to the whole community - which, in the final analysis, may well be our best guarantee for survival.

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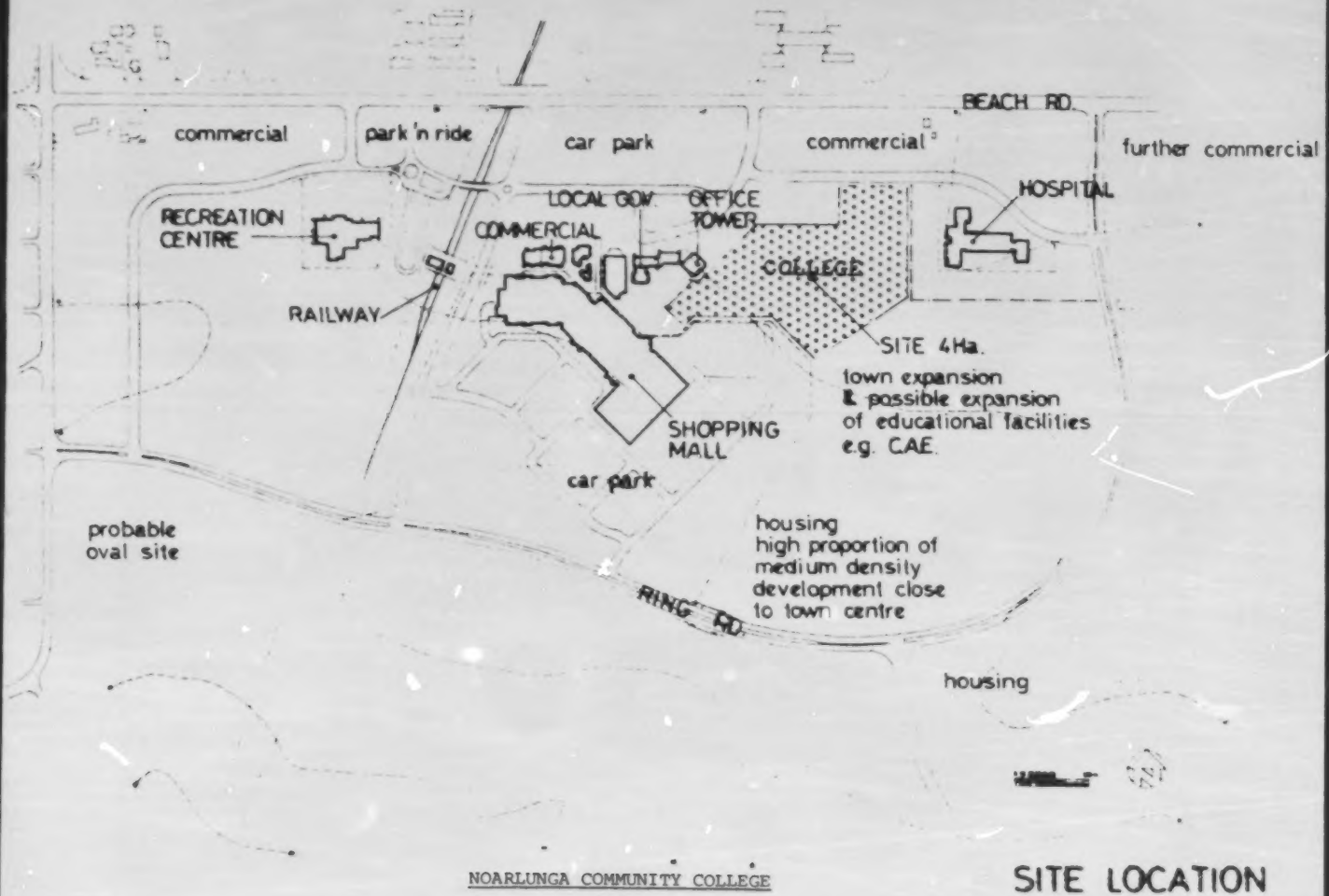


NOARLUNGA COMMUNITY COLLEGE

SITE LOCATION

Introduction delivered during Workshop to pre-circulated paper on Joint-Use Libraries in Colleges by its author A.J. Brown

I do not intend to summarize my paper. What I would like to do is to very briefly run through the general principles under which the Department of Further Education in South Australia is operating in developing joint-use proposals - to look briefly at some current projects which we have under way and negotiations which are under way at the present time, and then give you a run down on the specific proposal we have for the Noarlunga Joint-Use Library because I think this is going to be a trail-blazer in many respects, and we naturally hope it is going to be successful - it has a lot of things going in favour of it. Simply reading an outline of the proposal on paper really doesn't give you any real idea of the basic concept and I think that a few overhead transparencies will help to do that.

Firstly then, the general principles which DFE is following. First and most important, I think, is that as a general rule the larger colleges of further education in our state should each have its own library or learning resource centre adequately staffed, adequately stocked and adequately equipped, and that is general principle number one.

General principle number two, is that in certain specific circumstances such as Noarlunga, serious consideration shall be given to planning joint-use libraries which are custom designed for the purpose. It is no use in our view putting up a library which is designed to meet the needs of a school or college, and then expecting that library to serve equally effectively as a public library on top of its main role as an educational library. These circumstances would include central location of the facility within the community, absence of an existing adequate college or public library service, and commitment on the part of both sides for the agreement to make such a joint service work effectively.

Third, in the smaller colleges, especially those situated in country areas, joint-use libraries are shared services should be developed to best meet local needs and we have a number of such operations, or rather one under way and several more in the planning stage. We are not committed necessarily to seeing that a shared service should be located within the college. If the college is adjacent or reasonably close to an existing public library, then possibily the decision should be taken to locate the college collection in the public library. That will ensure not only that it is professionally staffed and controlled but also that the general community has access to that collection, and as I said in my paper, the college of further education or the community college does in fact exist to serve the whole of the adult community; its services are geared to the needs of that community; and indeed in many respects the statement of objectives for the community college is very similar to the statement of objectives for the community library or public library.

Fourth general principle, wherever appropriate the development of college and public libraries should be co-ordinated and resource sharing arrangements should be made between the college and the local government authority in the provision of library services. In other words, we may have two separate functioning library services - one specifically geared to meet the college needs, one operating to meeting the needs of the public at large, but both libraries can help to serve the needs of the other partner. In other words, the college library can well provide some services which would be of particular value to the local community, and it would be pointless in my view in a time of scarce resources for the public

library to duplicate that sort of service. Similarly the public library can well provide more effectively some of the services which would be of interest to the college; for example, if there is a fairly large general studies programme or enrichment programme in the college based on areas which are well covered by the public library stock, then it is not always going to be necessary for the college library to attempt to duplicate that coverage. There should be co-ordination, there should be resource sharing.

The fifth principle which we have adopted is that every proposal for joint-use and/or resource sharing should be tailored to meet the local situation specifically. That is, the guidelines should be flexible, as Jim Dwyer mentioned. I was Chairman of an Interdepartmental Committee in South Australia which looked at drawing up guidelines for joint-use college and community libraries, and those guidelines certainly owe a lot to the other set of guidelines produced for the Department of Education in which Jim had a major hand to play. They were based on them but were developed later, and they have the advantage of seeing some of the problems which have resulted from too rigid guidelines. I think they tend to be rather more flexible and, what Jim didn't mention, is that a review committee has just been established to look at the two sets of guidelines and try to mesh them together.

Now as regards the current situation we have one joint-use college and public library in operation at the moment - that is at Murray Bridge about 80 kilometres to the east of Adelaide situated on the Murray River. The college library there has been opened as a fully functioning branch of the public library, and a memorandum of agreement has been concluded with the local district council under which the council has put a fully professional librarian into the college, to function both as college librarian and as branch librarian for the public library service. The public library also transferred some 3000 volumes of its stock into the college library in order to provide the necessary basic materials for it to function effectively as a public library branch. But again that is described in my pre-circulated paper, and the agreement is attached to it. The agreement with the Noarlunga City Council has also been drawn up. It is some 13 pages of very closely typed text, and is intended to be as foolproof as possible because the Council is making a cash contribution of $400 000 towards the construction and equipping of the joint library, which in fact will be located on college premises and therefore is to be regarded as the property of the Minister of Education. The Council is naturally anxious to safeguard its investment and its legal officer has therefore drawn up this very detailed contract. The contract itself has been vetted by us and has been approved by the Crown Law Department, so that legally it should be pretty tight and should form a proper basis for a very substantial joint operation. Copies are not as yet available. It will be signed next week (hopefully under the glare of television cameras because it is seen as a very major development in South Australia) and after that it becomes a public document.

In addition to Murray Bridge and Noarlunga we are currently negotiating with a number of other local government authorities; one of these is at Gawler, which is about 40 kilometres to the north of Adelaide. There the situation is identical with Noarlunga, the college is situated in the centre of a community adjacent to the major shopping area, and the location is ideal both for the college and for the general public. At Port Pirie which is an industrial city of some 17 500 people, 150 miles north of Adelaide, we are looking into a Murray Bridge-type operation, and negotiations are also under way with the Elizabeth City Council, not for a joint-use operation but to see if a community liaison librarian can be appointed to link the existing public library and college library services to ensure that duplication is kept to a necessary

minimum, and that the two collections are built up in tandem so that together they will best meet the needs of the entire community. Negotiations are also under way with a couple of other local government authorities which operate libraries which are very close to small colleges of further education - in fact they are virtually further education centres rather than colleges. They have few fulltime students, with the majority of their students in fact undertaking adult education type courses. So we see a case there for the college collections to be placed in and administered by the local public library.

That is an indication of what is currently under way. Now very briefly let me describe the Noarlunga project. Noarlunga is a regional centre currently under development, between 20 and 30 kilometres south of Adelaide, in the centre of a rapidly growing outer metropolitan community. There is a major regional shopping centre most of which has been built and has been in operation for the past two months. Myers have a very large interest in the whole development and there is a whole range of speciality shops, a tavern, an office tower of six or seven stories which is serving as the southern focus for many state government departments, as well as a number of commercial operations, insurance companies and so on.

The regional centre includes the following -

- local government offices
- a bus interchange for the entire district
- a train terminal, direct through to Adelaide
- car parks
- positions for further commercial development
- location for hospital shortly to be built
- large recreation centre already up and operational
- major roadway
- existing housing and future medium density housing development is also envisaged in this area.

The college is ideally located with the bus interchange almost opposite and the train terminal within 200 metres or so. Thus you have the entire community coming into the centre to do its shopping. The location could not have been improved upon.

The plan of the college site (see page 34) shows the college in relation to the office tower, future commercial development, local government complex and main shopping area, future shopping area, and college car parks. The community theatre with seats for about 400 will be the second stage of development. For the college itself the first stage is the area which contains the library - this is already under construction and is due for completion towards the end of next year so we would hope to have occupation of the library area just after Christmas 1981. The later stages of the college are a classroom complex for business and social studies, hairdressing, and other common TAFE courses, while the workshops for the technical courses will go up as the third stage of the development possibly in 1983 or 1984. The library is just over 2 500 sq ms.

Some impressions of what the College will look like when completed - the college on one side of the pedestrian mall with a commercial development on the other side. There is a common architectural committee comprising both the commercial developers and public buildings department to ensure that the architecture of the college and the architecture of the shopping and commercial areas mesh in very well with each other.

Technical colleges have changed a bit in the last 5 or 10 years!

There will be an internal street in the college itself to encourage the community to regard it in the same fashion as the pedestrian mall outside. The public will be encouraged to walk through and see what activities are under way within the college as a whole, and there will be entry from the college into the library as well as entry for the general public through the main entrance.

The library is being built on five half levels. The main entry is at ground floor level, as is the area set aside for the children's library. During peak hours there will be direct entry into the children's library, but at other times users will enter it from the main adult lending area on the level above. This is the principal level and will contain most of the lending collections and the circulation desk. The reference library is another half flight up, and technical services, together with the college printery and graphic department, are also on this level.

Directly above the adult lending level is the main study area, the quiet area for students, but the public will have full access to this for study purposes. Apart from a very small part of the total collection, which has been reserved for specific course use and the same sort of activity as a reserve collection in any other academic library, that part of the collection will be reserved for college use at the time only that it is required as a reference resource in particular courses of study. But generally speaking everything in the entire collection will be available for use by every user of the library whether a college student or a member of the general public. The materials going into the library will be separately identified as college property or local government property but they will be fully available on an equal basis to all users.

BROWN, APPENDIX 1

Guidelines for proposed Joint College of Further Education/ Community Libraries in South Australia

1. It is essential that the service provided to the College and to the general community should be in no way inferior to, or of a lower standard than, that which would be expected of two separate services.

2. The site should be easily accessible to the public, and as central as possible with regard to population density, main local traffic routes, community shopping facilities, etc.

3. The building should be of sufficient size to house all the usual public library services, e.g. adult lending, children's lending, and reference services - and meet the particular needs of the College for facilities and resources to support the educational programme - including audio-visual facilities and materials.

   Ownership of the building will depend on local circumstances in each case.

4. There should be no restriction on public use of the joint library during normal hours of opening.

5. All members of the library staff should be employed by and responsible to the same authority - i.e. the proposed Management Committee.

6. The library should be operated by a Management Committee which should be an incorporated body representative of the College Council and the Local Government Authority. The librarian in charge would be responsible for routine administrative matters to the Committee's Executive Officer (it is suggested that this may be the College Principal if the building is owned by D.F.E., or the Town Clerk if owned by Local Government).

7. The librarian in charge should be responsible to the Management Committee, for the provision of library and information services.

8. Ownership of book stock and other library materials should rest with the authority (D.F.E./College or Libraries Board/Local Government) which purchased it. Questions of cataloguing and classification policy etc. still need to be resolved. Broadly, D.F.E. should accept responsibility for provision of educational materials relevant to and sufficient for the College Programmes, while the Libraries Board should provide more general materials in accordance with its standard policy.

9. All library materials (other than general reference and project materials) should be available for loan to any eligible borrower, unless otherwise determined by the Management Committee.

10. As much as possible of the library materials should be shelved in a common sequence, and all areas of the library should be able to be used by any eligible borrower.

11. Maintenance costs for the building (e.g. heating, lighting, cleaning, repairs) and recurrent administrative expenses should be shared between the

College and Local Government on a mutually agreed basis. The Local Government contribution is eligible for subsidy through the Libraries Board subject to the Libraries (Subsidies) Act.

12. Salary costs for the staff should be shared between the College and Local Government on a mutually agreed basis. The Local Government contribution is eligible for subsidy through the Libraries Board subject to the Libraries (Subsidies) Act.

13. All matters raised in the previous sections should be covered by a formal agreement between the D.F.E., College Council, the Libraries Board, and the Local Government authority concerned.

14. The agreement should provide that if agreement cannot be reached on any matter it should be arbitrated by the Minister of Education and the Minister of Local Government, whose decision shall be final and binding.

15. Before any College/Community Library project is approved, all Institutes located in the Local Government area(s) served by the Library shall be encouraged to dissolve.

BROWN, APPENDIX 2

Memorandum of Agreement Between the Minister of Education, the Council of the Murray Bridge Community College of Further Education, the District Council of Murray Bridge and the Libraries Board of South Australia for the Establishment and Operation of an Integrated College and Community Library on the Premises of the College, Swanport Road, Murray Bridge.

1. Name of Library. The Library shall be known as the Murray Bridge Community College Library, in conjunction with the District Council of Murray Bridge.

2. Ownership. The Minister of Education will be recognised as the owner of the building and contents, apart from the bookstock and other library materials and equipment contributed by the Murray Bridge District Council and the Libraries Board of South Australia.

3. Provision of Facilities. The Department of Further Education agrees to provide necessary facilities, including off-street parking, restrooms, telephone etc. for the operation of the Library, and to meet the cost of the necessary year-round maintenance, cleaning and utilities in connection with such facilities.

4. Staffing. The Department of Further Education will contract for an agreed fee with the District Council of Murray Bridge for the provision of a full-time salaried Librarian in the Murray Bridge Community College Library. The Librarian shall be employed, under the terms and conditions of the Municipal Officers' Award, by the District Council of Murray Bridge, which will be responsible for all salary and associated costs.

5. Administration

(a) The principal of Murray Bridge Community College of Further Education shall be responsible for the administration of the Library in liaison with the District Council Public Librarian;

(b) The Principal, District Clerk and the Public Librarian shall be involved in the selection of the College Librarian;

(c) The College Librarian will be responsible to the Principal for the day to day running of the College Library;

(d) The duties of the College Librarian will include selection, ordering, cataloguing and processing of materials required to support College programmes;

(e) The Librarian's recreation leave will normally be taken during the College's Christmas - January vacation period;

(f) The College will cover temporary absence of the Librarian due to sick leave and lunch breaks;

(g) An annual report of the operations of the Library shall be provided to the College Council, the District Council of Murray Bridge, the Director-General of Further Education, and the Libraries Board of South Australia.

6. Services

(a) The Library shall provide a College Library and Public Library service;

(b) The collection will be fully integrated with College and public library materials interfiled on the shelves. All materials and equipment shall continue to carry a mark of original ownership for audit purposes;

(c) The College will maintain a general policy of all College-owned materials being available to the public but with the right to restrict borrowing of certain reference, audio-visual and special course materials;

(d) The District Council of Murray Bridge will provide additional bookstocks in areas not normally provided in a College Library, viz. juvenile books, general fiction, general interest, non-fiction and general periodicals. (The estimated council contribution is 3 000 volumes plus appropriate periodicals);

(e) The hours of operation of the Library shall be determined by the Principal in consultation with the District Council Public Librarian and may be subject to alteration according to patterns of usage and demand. Initially, however, the Library shall be open to the public for 36 hours per week, as follows:-

Monday	11 a.m. - 5 p.m.
Tuesday	11 a.m. - 8 p.m.
Wednesday	11 a.m. - 5 p.m.
Thursday	11 a.m. - 8 p.m.
Friday	10 a.m. - 1 p.m.
Saturday	10 a.m. - 1 p.m.

7. Duration of Agreement. This agreement shall be for a period of two (2) years from the date hereof, following which there will be a review of the operation with a view to renewal. The contractual year shall be from 1 January through 31 December.

8. Variation of Agreement. Variation of the agreement summarised in this document shall be by mutual consent between the Council of the Murray Bridge Community College of Further Education, the District Council of Murray Bridge, the Minister of Education, and the Libraries Board of South Australia.

9. Settlement of Disputes. In the event of any dispute or difference arising between the participating authorities in the application of this agreement the question shall be referred to the Minister of Education and the Minister of Local Government acting in concert whose decision shall be final and binding on all parties.

In witness whereof the parties have hereunto set their seal and signatures the day and year first herein before written.

Signed for and on behalf of the Council of the Murray Bridge Community College of Further Education.

Date ..... Designation .....

Signed and sealed for an on behalf of the District Council of Murray Bridge.

Date ..... Designation .....

Signed for and on behalf of the Libraries Board of South Australia.

Date ..... Designation .....

The Common Seal of the Minister of Education
was hereto affixed by direction of the
Minister (D.F.E. File 330/1977)

Date ..... Director-General of Further Education

BROWN, APPENDIX 3

Duty Statement

Proposed Position of Community Liaison Librarian

Responsible to the Elizabeth Community College and Public Libraries Liaison Committee for:-

- co-ordination of services in the Elizabeth Public Library and the Elizabeth Community College L.R.C. with a view to ensuring effective community use of both collections and to avoiding unnecessary duplication of stock;
- development of a co-ordinated reference collection to best serve community and college needs;
- provision of reader assistance to staff, students and the general public in the use of resource materials held in both collections;
- provision of inter-library loan services between the two libraries, and liaison with librarians responsible for such loans in other libraries (in the region);
- promoting community use of the library services and collections through appropriate publicity, displays, etc.
- other professional level duties as required.

The Community Liaison Librarian will be appointed to the staff of the Elizabeth Public Library, but will be based in the Community College L.R.C. and will work closely with the Lecturer-in-Charge in the areas indicated above.

JOINT-USE LIBRARIES IN COMMUNITY CENTRES:

WE'RE GETTING OUR ACT TOGETHER - THE PARKS LIBRARY EXPERIENCE

Gael Fraser

For this Workshop we have been charged with the responsibility of exploring the circumstances under which joint-use libraries might thrive, the requirements which should be fulfilled before they are undertaken, and the mechanisms (legal, contractural and administrative) necessary for effective service to all users. This paper specifically links these aspects of planning joint-use libraries with The Parks Community Centre Library. In doing this it has become a sort of case study; it will certainly be more subjective than either of the two papers which accompany it. There are four main segments: planning, design, administration and staffing. In order to provide a useful perspective these have been explored by asking these questions:

How did the planning occur?

What is our experience?

What have we learned?

Thus this document has the double purpose of providing both critical evaluation of the planning for The Parks Library as well as offering some directions for future developments. Although the focus here will not be of a descriptive nature, it is probably useful to include a short statement about the Library.

The Parks Community Centre Library

The layout of the library includes a range of service areas: audio-visual desk, sound lounge, resources room, main desk, children's library and the various collection groupings: reference, non-fiction, community languages, periodical, new books, adolescent fiction, children's (picture books, fiction, non-fiction) and community information. The library was specifically located at the heart of the Centre and has two main entrances at either end of the space. The Centre administration unit and the Department of Community Welfare offices lie at one end with the Legal Service and Community Health Centre at the other.

The library opened to its public on November 24th, 1978 with a "Library Warming Party". It was designed to provide a fully integrated service to both the local population (c. 28 000) and the Education Centre (c. 1 000). In addition it was intended to serve other Centre components and sections: Recreation, Theatre, Art and Craft, Computing, Health, Legal, Welfare, Children's House. Thus two of our main objectives are:

1. To provide integrated access to a wide range of materials, equipment and facilities to the community, to the Education Centre and to other Centre sections and components.

2. To provide activities programmes and services which reflect the needs of the community, the Education Centre and other Centre sections and components.

We acknowledge that our time since opening has been spent consolidating the staff numbers and structure, getting the main systems operational and establishing a working relationship with our public. Just now we are beginning to push beyond the library and consistently draw in the community. In fact, with luck and lots of hard work, the good times are just beginning!

A. PLANNING

In retracing the planning steps for The Parks Library it quickly becomes apparent that there were some mighty leaps from stone to stone across what what was a deceptively deep and wide river. In short, the planning documents for this library are few and unconnected. However while these have limited use it is to the planning documents for The Centre as a whole that we must turn if the rationale for this community/school library is to become apparent. Planning for The Parks Community Centre began in 1973.

In 1975 a report which included aspects of planning for The Parks was published.(1) The following statements outline the philosophy for the proposed centre which had been reached by group of "educationists, architects, students, the community representatives of federal, state and local governments and leaders of sporting and cultural organizations":

1. Where possible, and where it is proved to be desirable, community facilities should be planned for multiple use by the people. There should not be unnecessary duplication of facilities representing large investments of public funds.

2. Community facilities, and schools in particular, should be open whenever there is a known demand of need for such facilities and whenever this is practicable. That is, schools should be open at nights, on weekends and during normal vacation time, if the need has been demonstrated.

3. The life of the school and the life of the community should be integrated. A major objective of this centre is, by 'mixing' environments, to break down traditional barriers which have existed between school and community.

4. The community centre is based on a truly *open* philosophy of education, acknowledging that learning goes on in places other than schools and under the tutelage of others than teachers. It aims to deny education to no-one who seeks it and it seeks to promote learning in all sectors of the community.

5. Ultimate responsibility for education, recreation and other community services should rest with the people in the community. Administration and control should place a premium on community involvement and participation.

6. Since communities are continually evolving, the centres should be designed on the assumption that interests and needs will change and grow. Spaces should, wherever possible, be flexible, adaptable and capable of extension.

7. The following points illustrate other important guidelines:

   (a) Accessibility to *all* is a key objective (facilities should provide for the whole spectrum of ages and interests).

   (b) Education is a continuing process.

   (c) Sporting, social and recreational facilities in a community should be provided rationally on the basis of multi-faceted surveys.

   (d) The community must be given the opportunity and the power to affect developments in the planning stages.

   (e) While the ultimate objective might be to bring about a regeneration of community spirit and initiatives, initially the facilities will be provided because they are needed. Eventually, give appropriately enthusiastic and skilled staff, higher ideals of integration, co-operation and dynamic community self-help may be achieved.

This collection of "motherhood" statements, laudable in themselves, are meaningless unless translated into real objectives for specific services. In the case of this library these did not exist. There were outlines for physical requirements drawn up in 1975 (2): there was a paper also in 1975 on *Angle Park Community Resource Centre Community/School Library* (3). In 1977 a paper was prepared primarily in order to provide the local council with the details necessary for its own budgeting exercise (4). Nowhere does there exist a document which systematically and thoughtfully deals with all the aspects of planning The Parks Library; (nowhere was there an outline of service objectives). While it is important not to pre-empt the future activities of the library staff, much of the apparent misunderstanding which was to come might have been avoided had agreement been reached on paper between the main organizations concerned. The "language" of co-operative library service was never used in order to find a solution one must identify the problem (read challenge). Certainly the Victorian IDC report on joint-use libraries does this in a general sense and is very successful (5). However that document clearly points to the need for standards for joint-use libraries either as part of updated standards for both school and public libraries or as an independant set of guidelines.

Before each library is built or opened for joint service, a planning document should be prepared, it should contain:

1. Philosophy and rationale for the development of the particular library

2. Service objectives

3. Staffing outline
   - numbers
   - professional/para-professional
   - training/experience required
   - range of abilities

- staff development proposal
- conditions of employment
- lines of responsibility within the administrative pattern

4. Physical layout
   - should reflect service objectives
   - reflect technical services requirements
   - include adequate staff facilities
   - meet standards of service

5. Administrative arrangements
   - funding commitments
   - advisory links
   - overall responsibility
   - relationship to particular government departments

6. Organization
   - selection, acquisition, cataloguing, classification, processing
   - shelving
   - borrowing
   - accessibility

The sort of document outlined above would serve several purposes. Most directly it would clarify the issues for those government departments involved in the project. Certainly such specifics could form the background to the architect's brief. However most importantly it would create a level of understanding on the part of the managers and participants (i.e. school principal, town clerk, residents, teachers, students) which would undoubtedly smooth the way for what at best is an enormous challenge in library service. It is very clear from the problems, especially staffing, which have faced The Parks Library that those groups involved in getting it off the ground not only had no coherent philosophy about joint-use libraries but they had no apparent understanding of what constitutes good school library service or good public library service.

It is also not enough for the respective heads of school or public library services at the state level to agree; it must be their responsibility to see that the decision makers in their various departments understand the issues in question. This would apply especially to personnel sections of the responsible government departments, the local council and if appropriate such bodies as the Public Service Board or the Local Government Association.

B. DESIGN

Although it is the case that any library will come in for complaints, the problems listed below arose out of the architect's justifiable confusion over the range of services (school and public) which would be provided. While the library as a whole is successful as well as extraordinary there are real criticisms which can be made of its design.

1. There is no apparent workflow pattern to the library workroom. It reflects no understanding of the tasks which are normally performed in libraries.

2. The Audio-Visual store has a design rationale which is unrelated to the functions required by this service. Thus it features:

   - cramped space
   - inadequate storage
   - non-existent work flow plan
   - poor access
   - dust problems due to location and type of air-conditioning.

3. Inadequate floor space for shelving! Someone "overlooked" about 15 000 books because the library was designed to "take" about 36 000 books. Our minimum stock will be 52 000 books and 6 000 software items. This results in loss of general reading area, especially in the Children's Library.

4. The desired lighting effect for the library was a clear, bright "light" ceiling. It isn't and the lighting is patchy. Unfortunately too the interior designer's views on library layout bore no relation to reality. In order to enable both teaching and supervision we have had to sacrifice good lighting over the shelves.

5. The librarian was employed just prior to ordering the furniture and equipment. That these are satisfactory is due mainly to good luck and underhanded dealings with the order clerk. Again the Audio-Visual section presented problems in that there seemed to be no individual responsible for its design - or at least no-one who comprehended what range and quality of services would be provided. The main problems have been with the video distribution system. In a centre the size of The Parks, for example, it is clearly unsatisfactory not to have had a properly designed system which provides adequately for user communication to the central distribution point.

   This is being rectified; it is costly. Modification to the existing system will have cost us well over $5 000 in the first two years of operation.

What can be learned from this experience?

(a) General complaints from the architect indicate that too many people were involved in the design brief. My observation is that there was disagreement between school and public library division personnel and what was accepted as adequate planning for both collection housing and service provision. There were no standards for reference, no apparent grasp of the range of services the library would be providing. General statements about school and community are not good enough.

(b) The architects brief should be prepared by one librarian after consultation with all parties. It needs to be detailed; it needs to reflect an understanding of and commitment to community/school service. Meticulous checking of physical requirements should be done by referring to existing standards for school and public library services. The layout of particular aspects e.g.

workroom, audio-visual etc. should be done in consultation with specialist personnel e.g. library technicians, resource technologists. Consultant's advice should be recorded, noted and a rationale provided for *each space* in the building.

(c) All orders for furnishings should be personally sighted by the librarian. It is important to establish good relations with the order clerk. That person's goodwill is essential in acquiring hard-to-get items!

(d) Community/school libraries should be especially comfortable and welcoming. Understanding about institutional design and furnishing and a rejection of "hard" in favour of "soft" is essential. A community/school library needs to say: relax, don't be frightened, use this space.

Many of these suggestions relate to any library. However the question of how an "institution" can be part of an attempt to break down barriers between school and community is a serious one for joint-use libraries.

C. ADMINISTRATION

The arrangements examined below characterize both the planned and actual patterns for funding and administrative control.

Funding

1. The plan

   i. The Education Department and the local council would jointly fund:

      (a) the building
      (b) the staff
      (c) the collection.

   ii. Funds for these i(a), (b), (c) would be subsidized by the State Government through such sources as The Libraries Board of South Australia, The Parks Project Team and eventually The Centre budget itself. One document was so bold as to suggest that the ancilliary staff be jointly funded by the Education Department and the Local Authority.

2. What happened?

   The council provides money for:

      (a) two full-time library assistants
      (b) a portion of the operating expenditure
      (c) increasing the collection by 5 000 books a year until the minimum standard is achieved.

   It is subsidized by The Libraries Board of South Australia as are all public libraries in the state. A direct payment for (a) and (b) is made to the community centre.

The Education Centre provides:

(a) salaries for 2 teacher librarians and 1 teacher aide
(b) funds for curriculum and recreational reading materials. Schools Commission grant funding augments (b).

The Community Centre provides:

(a) salaries for 4 professional staff and 9 library assistants
(b) the balance of the operating expenditure
(c) funds for specific materials and programmes

Of the three contributors the Centre itself is the major source of funds. It is important to recognize too that there was no clear formula recommended for funding this library - probably because no-one was quite certain what to expect - The Centre least of all. It is certainly the case that the Education Centre absorbs far more time both directly and indirectly than that available from the staff it funds. However this is probably also a feature of other sections of the Centre. The Education Department rather than the school refuses to acknowledge this problem and act accordingly.

Control

1. The Plan

i. The Chief Librarian and her/his staff would be responsible to the Centre Manager; the Teacher Librarians and Teacher Aides to the Principal.

ii. The Centre would control the library through The Parks Community Centre Council.

iii. The Library Advisory Committee would be established which would represent the interests of The Centre, Enfield Council, the Libraries Board, the Education Department. This committee was seen essentially as having a monitoring role.

2. What happened?

(a) Staff

The library staff originally were responsible respectively to the Education Centre's Principal and to The Centre's General Manager. There is now an integrated staff responsible to the Manager.

(b) Committee Structure

The Parks has developed its own committee structure which provides maximum access and power to its users. In real terms this means that each Centre component has its own policy (advisory) and management committees:

The Library Policy (Advisory) Committee

- reports to the Centre Board
- recommends on policy expenditure and staffing
- approved programmes for action by management committee
- meets once a month

Its composition is:

Enfield Council	2
Residents	2
Education Centre 1 student 1 staff	2
Centre Board	1
Library staff 1 professional 1 assistant	2
Health Centre	1
Centre Admin.	1
Librarian (Chair)	1

The Library Management Committee

- reports to the Policy Committee
- reports to the Centre Management Committee
- recommends and approves programmes
- monitors service provision
- meets twice a month

Its composition is:

Education Centre Representative	1
Teacher Librarian	1
Information Officer	1
DFE Representative	1
Deputy Librarian	1
Resource Technologist	1
Health Centre	1
Librarian (Chair)	1

The Libraries Board and The School Libraries Branch have nominated representatives to be co-opted should the need arise.

While the observation has been made that the committee structure is too complicated and therefore an impediment to action it does recognize and reinforce the notion of community involvement. It means that there is a constant monitor on the provision of service and the expenditure of funds. It reflects a commitment on the part of the Centre management to the process of involving people. This is not achieved quickly or easily but it is part of our reason for existence.

The Management Committee is the working partner in the structure and it is now getting to the exciting stage of discussing programmes and activities rather than being bogged down on staff and immediate crises.

D. STAFFING

The critical element in any library is the staff. The key to a successful community/school library lies in the nature of the people who work there. This is true equally of both professional and support staff. In this section I shall concentrate on two main aspects of staffing:

(i) structure and composition

(ii) training and development.

The major problems associated with staffing The Parks Library are now readily identifiable. That these were not solved prior to the opening of the library is due to a number of complex factors. Not the least of these included lack of planning and inadequate briefing of the appropriate personnel officers.

(i) Structure and Composition

Planning

In 1975, a document prepared by Jim Dwyer and Uri Piesach made a series of recommendations about staffing for the proposed library. These were based on both the dual service requirements and the suggested hours of opening (6). A minimum staff of 15 was suggested. This report specifically recommended:

(a) integration of all staff

(b) new uniform set of employment conditions and awards for community/school resource centres

(c) at the professional level, the employment of specialist librarians in public and school fields respectively

(d) Chief Librarian to possess relevant experience and qualifications in both fields

(e) Chief Librarian to be responsible to Centre Co-ordinator and assisted by an Advisory Committee of the library, representing all constituent groups.

Structure

By 1977 a further report on the proposed library appeared (7). It both ignored the previous recommendations and in some instances directly countered them. In terms of the structure all had agreed to dual lines of responsibility so that the teacher-librarians and their ancillary staff would report to the Principal and the other staff would be appointed and controlled by the Centre. No effort had been made since 1975 to secure either an integrated structure or the employment conditions suggested at that time. It quickly became apparent once the library was opening that the existing structure was unsatisfactory and would result in the library failing. There was considerable feeling on all "sides" that we had been dumped because the issues were too complex to resolve. This irresponsible inaction led in the long run to near destruction of the library's credibility - to say nothing of the individuals in question.

Nevertheless after much consultation and report writing the unified staff

structure was agreed to. It had the full support of both State Government Directors (Local Government and Education Department) by May 1979. By November 1979 it was formally accepted and acted upon. As of the writing of this paper all the staff are appointed and working within one structure.

Numbers

Although 15 was the recommended minimum number of staff, the library opened with 9 full-time staff four of whom were on school conditions. Full staffing was not automatic: it became a battle with the Public Service Board who were attempting to stay within the manpower restrictions. By June 1979, the Board had agreed that 16 staff were needed and that we could proceed with appointments. While a period of flux followed, the library now has the following staff:

Chief Librarian

Deputy Librarian

Senior Library Officer

Teacher Librarians - 2

Resource Technologist

Community Media Officer

Information Officer

Library Assistants - 8

All are responsible to the Librarian and through her to the General Manager.

Classification

While the integrated structure is new, alive and well it is clear from the staff list that there exist a variety of positions. The Public Service personnel officers have had considerable difficulty defining the appropriate classification for each position. The Education Department has only slowly come to grips with the question and a resolution of the employment conditions for all of the staff has not occurred. It is now quite clear that the positions don't fit any pattern and that modifications are necessary. Set in the context of the Centre as whole though this has been a general problem. Because the current staff of the library see service provision as a priority the question of employment conditions has not been adequately tackled by them. What is sure to happen though is that it will prove difficult to obtain the next lot of staff.

What has been learned?

1. In a community centre more particularly, where there are different management groups present, it is impossible to split the staffing group. We became aware, for example, that the library was only one battle ground in a series of ongoing struggles.

2. For the hours we are open, 16 full-time staff are needed. We cannot get along with only 11-12 staff in the twelve weeks of school holidays.

3. In order to fully participate in-service provision, all library staff need to appreciate and understand the differences between

school and public library services and why in turn these do not simply add up to community/school library service.

4. The extra feature of The Parks Library - service to other community Centre components - was not considered by the planners but it occupies an increasing amount of staff time.

(ii) Training and Development

The staff who came into the library had neither experience in community/school library work nor had they any inservice preparation. A planning day held before the library opened, only served to foreshadow the us/them feeling that deepened during the first year.

It became clear late in 1979 that staff tensions were explosive. We closed the library for a day and got the Centre Co-ordinator to run a mini-communications seminar. By the end of the day, there was an acceptance that we would never work well as a group but that until the staffing was to change we were stuck with each other and needed to work as a team.

About this time all the staff were finding that the level of unacceptable behaviour of young people was proving another major source of worry. One of the staff set up a series of 8-10 sessions with the youth worker of the Centre. These were run before staff meetings and all staff volunteered to come in early. The programme included a large segment on communications skills and it was handled in a way which left people feeling better about themselves and able to deal positively with even the most difficult users. Once again, by participating in this type of activity together, staff cohesion was reinforced.

In May 1980, the library staff held a day long planning session. At this we were concerned to identify:

1. What had we been set up to do?
2. How far had we got in providing these services?
3. What was lacking in both our own organization and our service provision?
4. What could we do about it?

The results were wonderful. With the integrated structure had come new staff and positive attitudes. All library staff demonstrated a clear perception not only about our purpose and achievements but also our failings. Furthermore there was an attempt to plan for overcoming these. This has resulted in grouping the staff into four service areas:

1. Adult Services
2. School Services
3. Children's Services
4. Audio-visual Services

These groups reflect a recognised need to tighten up lines of responsibility and for the various service groups to establish priorities.

The planning day also served to demonstrate that the library staff had developed a community/school orientation; not only had the structure been integrated but the attitudes and skills required to maintain the service had evolved. There is no longer a we/they feeling. There is a positive concern to protect the interests of and provide services to both school and community. As a whole, the library staff, more than any other group in the Centre, have been able to break down some of the barriers between community and school both in theory and practice.

What has been learned?

While we are understandably proud of the achievements reflected in the Planning Day, I am concerned that the process could have been improved by in-service training for all the staff. School and public library service goals are different and in many ways may be seen as conflicting. It is pretty crucial for community school library workers to appreciate the differences and thus enable a working through to the community/school library philosophy. This should not be just an uneasy juxta-position of school and public library philosophies. While naturally including these it must go beyond to encompass the active reduction of barriers between school and community.

In the past, "good" librarians have been placed into a community service library. Very many of these are school library trained. In South Australia at least, there needs to be an adequate inservice facility which could provide training in:

1. Community/school philosophy and skills.

2. Public Library Service skills in the active promotion of programmes.

3. Working within the State Public Library system.

4. Understanding the process which occurs when a community/school library really does integrate its service approach.

Summary

Clearly the suggestions which are made in this paper arise out of one person's experience. However in discussion many of the same questions are asked in the planning of new joint-use library facilities. An adequate planning document matched with the appropriate followthrough action is a good first step. This would certainly be aided by adequate external standards for the provision of integrated services. Because each situation will be different, the necessary administrative arrangements will vary. However the sort of contract suggested in the Victorian IDC report would at least make all partners conscious of their responsibilities both for personnel and funds. Finally, the question of staffing joint-use libraries must by now have made obvious the notion that a new type of librarian may be emerging. It is to be hoped that we will be recognized and supported. I believe that community/school libraries and their workers can provide a model for breaking down barriers between school and community, between institutions and the people they were intended to serve.

References

(1) *Angle Park Community Centre: Rationale, Brief & Sketches; a report prepared by the Education Department of South Australia...* Adelaide, Education Department of South Australia, 1976.

(2) *Angle Park Community Centre...*, op. cit.

(3) Angle Park Community Resource Centre Community/School Library. *Suggestions Concerning Integration of School and Public Collections* mimeo, 1975.

(4) Parks Community/School Library. (Untitled report compiled for submission to Enfield Council) mimeo, 1977.

(5) *Report of the Interdepartmental Committee on Joint-Use Libraries* Melbourne, Library Council of Victoria, 1979.

(6) *Angle Park Community Resource Centre Community/School Library*, op.cit.

(7) Parks Community/School Library, op.cit.

Introduction delivered during Workshop to pre-circulated paper on Joint-Use Libraries in Community Centres by its author G. Fraser.

Like the previous speakers I am not going to read my paper either, but I want to raise some issues from that paper in a way which complements the sorts of things which Jim Dwyer has been talking about and the sort of issues which Tony Brown raised.

I would like to start with just reading three of the philosophical statements about the Parks Community Centre because I think those statements are the sort of beliefs, which everybody likes to think that joint-use facilities uphold.

> *The life of the school and the life of the community should be integrated. A major objective of this centre is by mixing environments to break down traditional barriers which have existed between school and community.*
>
> *The community centre is based on a truly open philosophy of education acknowledging that learning goes on in places other than schools and under the tutelage of others than teacher. It aims to deny education to no one who seeks it and it seeks to promote learning in all septres of the community.*
>
> *Ultimate responsibility for education, recreation and other community services should rest with the people in the community. Administration and control should place a premium on community involvement and participation.*

These are really good statements but I think they are extremely difficult to live up to. What I would like to give some attention to this morning is the process by which the community is involved and I think this process is critical, particularly in a joint-use library service.

I'm concerned also to make my remarks relevant to the notion of a continuing effective service. I'm aware of the sorts of views about the personalities of people engaged in joint-use service and I think that by looking at the process, by looking at the sort of training for people that go into joint-use libraries, that that might take us one step beyond just picking people up randomly and putting them in joint-use library facilities.

The process has both formal and informal educational implications as there are professionals who will be involved in providing a joint-use service who need to understand what that means in real terms, and the implications are pretty sizeable. It is no good having, for example, the administration of the school on-side and the teachers being frustrated with the library because they are not at all times the only focal point when it comes to filling the sorts of demands which they see legitimately should be f[illegible]led by the library. In speaking to you I'm trying to steer away particularly from the Parks Community Centre because I think we are extraordinary in terms of the range of professional services which are available there, but it is the case that we have, besides a large group of teaching staff, a legal service, a community health centre, a welfare centre, a recreation centre, a theatre complex and an art and craft centre, and so the professional

needs and demands for all of those people are fairly sizeable in addition to the sorts of professional needs and demands of the teaching staff. I make that point quite deliberately as it may mean that there needs to be more planned use of library facilities and resources particularly on the part of teachers. I know that this is an accepted maxim but in fact it becomes a necessity in this sort of service. The situation involves, as I stated earlier, both the formal and informal education for professionals, teachers and for the other staff in the Centre. It means for the library staff that they need a real understanding of the goals of the school library service and the goals of public library service and why, when they are put together, you come up with a community school service. I believe quite firmly that those goals for service are different but I think they can be compatible. What has concerned me in looking at joint-use libraries and in reading the literature about them from the point of view of a worker in a joint-use library, is that question of understanding what the different sorts of goals for service are and how to make them mesh together in a way which makes users feel comfortable and at the same time the library staff feel as if they are working consistently towards particular service goals. I guess in our case what this has meant is that we have found ourselves engaged not only in the process of establishing a joint-use service but of creating an awareness of what is a really good school library service or a really good public library service. We started with very little of either and it has been a gradual process of building up the demand.

In South Australia, and in particular in the Parks Library we have long been aware of the sort of chicken and egg problem, that is, if people don't know what they can have and it's going to be very difficult for them to express a need for a particular service. Education Department policy speeches these days seem to make great overtures to community involvement and sharing, but the process by which the community is drawn in and made to feel involved is critical. I think that here there needs to be differentiation made between people who want to borrow their books in peace once a week and those who come in and look around and become aware of the whole range of facilities that are available to them. And I suppose that points up the old library question of how do people know whether they want something or not. How do you create that level of awareness?

I'm going now to use a couple of examples of how we at Parks have tried to create awareness. Whether those efforts are successful or not we will find out in five years time. I can guarantee for example that of the 2 000 kids that have been recently through our childrens library in an introductory programme, that at least 80% of them, had never been in any kind of public library service before, and our aim in the programme was to let them know that the service was there, to introduce them to Fij Miller who is the Childrens' Librarian and the other staff in the Childrens Library and to create a kind of awareness that they could take home to their parents too. For some of the other community groups, and much smaller groups, such as our residents' committee, it has been a gradual process of getting to know the people on the committees and of getting to know the kinds of things we're doing in the community. I would say that like the kids most of those people from talking to them had never been in a public library before either, although there was a small branch of a public library prior to the development of our service. They are now asking to have their exhibitions, and meetings in the library and I feel that this is a result of just working with the people, of getting to know those people gradually. Some of them are now registered borrowers of the library. The spin-offs of what the residents' committee can do for the library (and what the library can do for the residents' committee in our case) are enormous but they are quite different

from the sort of processes involving primary school kids in what the library is on about.

Several years ago a Network programme was established to create a community information service. That was established before the library got off the ground and it wasn't then connected with the library although since it has been. The aim of this project was to establish communication links between people living in the community, first with each other, and with the community centre as it developed. At the end of Lea Stevens' work with this group there were some 50 or 60 residents linked into the rest of the community so that at any one time we could get hold of say 3 000 people in the immediate area. It was an amazing local network that was established. What has been really interesting about that, is that we discovered since Lea has gone that the people in the Network very largely after a while started supporting it because she was the focal point. They have said to Shirley, the Library Information Officer, that they really felt that they had to keep being involved in the Network project because Lea put so much time into it and because she was prepared to work so hard with it. They are prepared to tell Shirley that, because Shirley lives in the area and she has known most of them all her life. So it was a really interesting reversal of what professional people try to do for other people quite often, in that we have the local residents reversing the situation and the processes and doing something for the professional person who is offering this service. Nevertheless the people from that Network project are by and large still working but now with Shirley and are developing different kinds of links for getting community information backwards and forwards between the members of the community. I think that is an interesting example of the sort of process that we think we are engaging in. We think it is working quite well but on other peoples' different sorts of terms.

There is something I believe hasn't been particularly examined in the literature and it is the question of the quality of the service to both the public and the school users and it seems to me to be linked pretty critically with the process I've described already. Unfortunately time available to me is too limited to deal with it here, so I shall move on to the final topic that I would like to explore which is the question of training for people working in community/school libraries or community/college libraries or joint-use libraries. I suppose that might be considered to be a bias of mine given that I have worked in a College of Advanced Education but I am increasingly aware, perhaps because I do work in a joint-use library, of the isolation that workers in these places feel. I'm lucky as there are 16 people on my staff and the isolation is never pronounced for very long. But there is a feeling at times that we are that funny group of people out there who are doing all these weird things (which may quite well be the case!). However, it seems to me it is rather more than that when I talk to other people who work in other joint-use libraries, particularly people who have gone in as teacher-librarians and have had to end up managing a different sort of service than a straight school service. In some cases there has been enormous backup from their administration, in other cases rather less. But nevertheless there has been no focal point for those people to get together to work through some of the issues that are obviously central but have come up in literature over and over again as problems of a joint service. People need to work through case studies or examples of the kinds of difficulties, the type of challenges that will be different in a joint-use library from either a school library or a public library.

I'm curious too in relation to the question of training as to why people go to work in joint-use libraries. I'm curious about where the administrations get

people to go into joint-use libraries. I know that in my case, I applied to go into a joint-use library and I suspect that quite often the positions are advertised, but very rarely it seems to me do people who go into those libraries understand what they are getting themselves into, and once they get there the system of support for them is, in my experience, minimal. I think that if we are looking at developing services and recognising that joint use libraries are not going to go away, we have to seriously consider some means to giving support to those people working in them. Here I would consider not only the professional library staff but also the untrained library staff because I would say without reservation that all the library staff working with me have as much commitment to the project. They might not have as many nightmares, and they may not have fought as many battles, but they certainly are committed to the notion of joint-use facilities. They don't see themselves as working in a school library or as working in a public library. They see themselves as working in a community centre, community/school library in our case, and I think that what can be gained from involving all the staff in engaging with users is pretty critical, particularly when we talk consistently about shortage of money and shortage of support for libraries. I think we have to make the most of people who are going to be working in those libraries. So that is one of the things I would like you all to consider at some stage in your deliberations - the question of training for joint-use library staff.

COMMENTS BY

BARRETT REID

ON PRE-CIRCULATED PAPERS

Comments on Pre-circulated papers on Joint-Use Libraries

Barrett Reid

To begin, I can make one observation which I think will find general agreement with all those attending this Workshop and certainly with the authors of the three pre-circulated papers. My simple but important proposition is that there are no Australian experts in the theory and practice of joint-use libraries, certainly none at this Workshop including the speaker and the authors of the three papers and indeed none in the whole profession of librarianship. For to be expert in a subject means that one can evaluate it and, as Mr. Dwyer points out in his very useful paper, there literally does not exist any thorough-going objective evaluation of any one joint-use library or group of joint-use libraries currently operating in Australia. By the following quotation from Mr. Dwyer's paper I direct the attention of the Workshop to what may become one of its leading themes:

> *"It may well be considered that the major lack of the Australian scene is of evaluative literature on existing projects. I strongly support that contention. Internal assessments are available (e.g. of Boronia and Templestowe) but up-to-date objective evaluation does not exist. Perhaps this should be a priority for our profession."* pg.

This is not a problem peculiar only to Australia. Indeed library journals are full of comments on joint-use libraries which on the whole are highly subjective and which lack the support of a rigorous methodology and a basis in adequate statistics. I still recall my own astonishment in visiting Ewa Beach in Hawaii because what I saw there bore no relation, that I could see, to the observations on it of a previous Australian visitor.

Evaulation of course requires as a preliminary that a joint-use library should have an adequate statement of objectives and too often the planners of such libraries in rushing to establish them, have neglected to provide a written statement of objectives. Gael Fraser's paper shows what can happen when agreement about objectives comes only after the library is in operation. Her paper makes many important points, but none more important than this:

> *"Nowhere does there exist a document which systematically and thoughtfully deals with all the aspects of planning The Parks Library. (Nowhere was there an outline of service objectives). While it is important not to pre-empt the future activities of the library staff, much of the apparent misunderstanding which was to come might have been avoided had agreement been reached on paper between the main organisations concerned."* pg.

I am sure Gael will agree with me, however, when I say that what happened at The Parks commonly happens in the implementation of any new and unfamiliar concept. As the man said *"How can I know what I think until I see what I say?"* It should be easier now to write down the specific objectives of a joint-use library; we have some experience to draw on.

I have a sense that the three authors of these papers would generally agree with what each other has to say but, in fact, in attempting to show this basic agreement I found that all three papers were so different one from the other in what they attempted to do that I could not find many instances of specific agreement on particular points of theory or practice. In essence Tony Brown's paper is a description of the development of joint-use TAFE College and public libraries in South Australia with argument as to why TAFE Colleges make suitable partners for public libraries within a general narrative of what has happened in practice in his State. At the end of the historical narrative we will find some valuable comment on the economic factors which, as he says *"have loomed large in the development of a joint-use library"*.
Jim Dwyer's paper consists essentially of an examination of the theories on which joint-use libraries are based and in fact the paper itself does not describe all of the 12 joint-use school and public library services now operating in South Australia. I find his paper valuable precisely because it provides argument on what seems to me the basic issues in the reasons for and the provision of such libraries. Gael Fraser's paper is an entralling and disturbing but finally very hopeful account of the establishment of a specific joint-use library in the fully planned new community of The Parks. In essence it is a war correspondent's report and those back with the staff officers at headquarters would do well to note what she has to say.

I suggest that another major theme of this Workshop, and one which we had better decide upon at the beginning is brought out both by Jim Dwyer and Tony Brown. On the second page of his paper Jim Dwyer gives his view of what we should be considering at this Workshop:

> *"I trust that it is understood what we are and what we are not considering under the terms of the Workshop. The broad issues of community library service involving co-operative efforts of different types of libraries and library systems are not under discussion. That concept of total library service based on community needs and the sharing of resources, commendable as it undoubtedly is, goes beyond the confines of joint-use libraries. This seminar restricts itself to the joint-use of facilities to provide a co-ordinated library service. In this segment the facilities would be located in primary or secondary schools. For convenience of terminology, then, I shall refer to them as school/community libraries, and for practical purposes I shall define them simply as joint library facilities based within schools, serving the school clientele and the public and financed jointly (not necessarily equally) by education and public library authorities."* pg.

Tony Brown on the other hand would seem to imply that the Workshop might have a wider objective. He says "*we should not merely be concerned with what may be termed the "college-housed public library", but with the proper question of rationalisation of resources in the community's interest.*" pg. and he goes on to say that such rationalisation will differ, in its implementation, from area to area depending on local needs and circumstances.

Quite clearly there is rapidly developing at this time in Australia a view that we have to get down to actual planning (as opposed to lip-service) of library networks at local, state and national levels. On the one hand there is developing very quickly a consensus that the new communications and computer

technologies can be used in a regional area by libraries of different kinds to share their materials and services. This would be done by such means as union catalogues, union listings of various kinds, and by allowing each library in a network to access to each other's holdings so as to get better answers for reference enquiries. On the other hand at the same time as local networks are being planned among libraries of different types, state-wide networks are emerging between libraries of the same type, e.g. Technilib and Caval, and over both of these is the promise of rapidly developing national services such as the Australian Bibliographic Network being proposed by the National Library of Australia and the access to computer data banks of information which schemes such as Ausinet and Midas provide.

The planning problem here is essentially one of relationships between the three levels of networking and the heart of the problem is, I suggest, the compatibility of network systems.

Now even if we decide that this Workshop should limit its considerations strictly to shared physically facilities - as Mr. Dwyer suggests and I agree with him for reasons of practicability - we should still hold our discussions with the wider context always in mind. Indeed pressure for the sharing of physical facilities may well be affected by the realisation that libraries can remain separate and discrete physical units while sharing services: not only technical and reference services but books and other materials and even specialist staff. Certainly it is easier now to talk about joint-use facilities - they are a physical fact and thus observable, than to talk about sharing by means of networks. It is hard to see a network. It consists of - (a) concepts; (b) formal agreements; and (c) communications and data storage technology. At the very least those concerned with a specific joint-use proposal should consider either as an alternative or as an extension the sharing of other than the physical faciiity itself.

I turn now to more detailed and specific matters arising out of the three papers and arising also from the Workshop's background reading, the Victorian I.D.C. Report.(1) These matters can be most clearly indicated by a series of questions:

I put aside the most obvious question. Are joint-use libraries, in certain places and circumstances, a desirable way to house two library services with two different sets of objectives and serving two different groups? The writers of all three papers clearly think so.

1. Is the economic argument - savings in capital costs and annual running costs - for joint-use a valid one? Tony Brown summarises the basis of this argument succintly *"(a) more services for the same cost, or (b) the same services for less cost"*. Can the workshop produce actual examples of significant cost savings?

2. If the economic argument is valid should it be the *prime* argument? Are there other very good reasons, perhaps of a general social and cultural nature, which can support the argument for joint-use in particular circumstances? Is joint-use an example of *"the alternative structures"* which Tony Brown calls for and *"which may be better suited to the varied educational, informational and recreational needs of the community"*? p.

3. If joint-use is essentially restricted to the sharing of a library by a public library authority and an educational library authority then two questions arise.

   (a) Is one type of educational authority by its very nature more likely to share successfully than another? Is there a preference for the TAFE College, the high school, the technical school or the primary school? Indeed: the Workshop may find that these descriptive terms particularly "*TAFE college*", mean rather different things in different states largely because of historical circumstances.

   (b) Is one form of public library more suitable as a sharer of facilities than another, e.g. consider a regional library in comparison with a single municipality library, consider a branch library in comparison with a central library.

4. Are joint-use facilities more suitable for some communities than others? *Note:* Authorities in both Victoria and South Australia have taken the view that joint-use is a satisfactory alternative in small rural areas; the South Australians suggest areas below 3 000 in population, the Victorian guidelines talk of suitability in terms of "small and low-density population and "new planned communites". The Victorian public library standards suggest that communities below 2 500 in population should be served by bookmobiles rather than by static libraries. Mr. Dwyer leaves a door open for at least consideration of larger and urban areas. His comments on size and type of community p . should be kept well in mind.

5. How should a joint-use library be financed and governed? All three papers endorse sharing costs of establishment and costs of operation between the educational authority and the public library authority (which in all states except Tasmania is a local government authority such as a Municipal Council or a Regional Library Committee). It is not clear however, how the size of the shares were determined. For example in the exciting Noarlunga project the library will cost, Mr. Brown reports, $1.8 million. The local Council, he reports, will contribute $400 000 of this. On what basis were these proportions established? Could it be the good old "what the traffic can bear"? The fact here is that the beautiful tap of Federal money is turned on (though not as fully now as in earlier years) for education and turned off tightly for public libraries. So we are likely to have a heavyweight and a lightweight in the financial sharing. Will this determine the balance of relationships generally in a project?

6. Administration and Staffing. Gael Fraser comes out strongly for the one integrated administration and the one integrated staff. Dwyer and Brown are both inclined to be pragmatic and experimental on the issue and tend to query gently the concept of integrated staffing as a table of the law. Brown says, and I agree with him,

   "The first and most important is the "bogey" of management problems. I am one of those naive enough to believe that any

management structure, no matter how poor, can be made to work provided there is sufficient good-will on both sides; and conversely that any management structure.....will fail if one of the parties.....wants it to do so" pg.

Dwyer says *"Despite the scores of (joint-use) libraries I have seen I am yet to reach full conviction on the most satisfactory staffing arrangement"*, but like Brown prefers the unified staff with one Librarian in charge, at least in principle. The papers raise a contingent point: ideally such a Librarian in charge should have qualifications and experience in both school and public librarianship. In practice, at the present in this country, is this a "pie in the sky" requirement? Or is the pressure of unemployment such that we will soon have such people adequate to our needs?

7. Gael Fraser tells of the damage that can be done if the staff of a joint-use library is not sufficiently informed and motivated. After crisis measures, which involved staff training and development, staff became committed and enthusiastic. Brown and Dwyer both emphasise that if responsibility is shared between a school librarian and a public librarian then success depends heavily on the personalities of the two. I concur strongly and have reported on this elsewhere. What is the experience of those at this Workshop? Can people be found with the requisite qualities and would specific training further develop natural co-operative potential?

8. This leads to the question: should library schools be encouraged to develop specialist courses on joint-use library administration. Even if such courses are desirable - a complex matter infinitely debatable - does there exist documentation in sufficient amount and quality to support such courses?

9. How can the flow of documentation about existing and planned joint-use libraries be improved?

10. The Victorian I.D.C. report envisages the provision of standards for joint-use libraries.(2) All three papers have materials in the form of basic requirements of guidelines bearing on this. Are such standards desirable and, if so, what body (corporate or personal) should compile and issue them? Would a series of state standards be more easily achieved than national standards?

These, as I see it, are some of the important questions raised by the three papers. I will conclude by adding some others.

11. Discussion so far has seen the physical facility jointly used by two or more different authorities as a library *building*. Is there any reason why a mobile library should not be shared. Victoria has more than 40 public library bookmobiles and another grand fleet which its Education Department calls Mobile Area Resource Centres.

12. So far discussion has envisaged mainly (a) a joint-use library physically located in an educational institution, or (b) in an education centre.

Are there plans and circumstances where the provision of a school library service within a public library building would be feasible? Other countries do it don't they? The Workshop should note in Mr. Brown's paper that there is at least a beginning made in giving library service to TAFE Colleges from public libraries.

13. If integrated staffs are to become not only desirable but actual then should recognition of this new kind of library staff be embodied in industrial awards? Which awards and which bodies would be parties to them?

These, I suggest, are some of the questions which should concern this Workshop.

References

(1) Interdepartmental Committee on Joint-Use Libraries. Report submitted to the Director-General, Education Department and the Director, Ministry of Arts, October, 1978. Melbourne, Library Council of Victoria, 1979.

(2) ibid., pp.22-23.

DOCUMENTATION COMPILED BY SMALL GROUPS

DOCUMENT 1

AIMS AND OBJECTIVES

Preamble

This AACOBS Workshop recognizes that a joint-use library as defined below is but one realisation of a number of possible implementations of co-operative ventures between libraries and that even within the limited area represented by joint-use libraries, a wide range of variations is both possible and likely.

Before a final decision is made to have a joint-use library all the parties concerned should give serious consideration to alternative methods of sharing resources and services offered by communication and data storage technology.

Nevertheless, for the purposes of this statement by the AACOBS Workshop, the following definition of a joint use library has been adopted:

> *"A joint-use library is one in which two or more distinct groups of users are served with equal priority in the same premises, the governance of which is co-operatively arranged between two or more separate authorities."*

It is assumed that the general aims and objectives of the component types of library service, be they public, school or college are implicit in the following statement of the aims and objectives specific to joint-use libraries.

Given this, the aims and objectives of joint use libraries are:

- To provide a better level of library service than would be possible in two separate facilities and certainly no less than could be provided by separate facilities.
- To provide resources and services to meet information needs of the community and the educational institution(s) with which the joint use library is associated.
- To provide resources and services to meet the formal and informal educational needs of the community and the educational institution(s) with which the joint-use library is associated.
- To provide resources and services to meet the cultural and recreational needs of the community and the educational institution(s) with which the joint use library is associated.
- To provide facilities for participation by the community in the affairs of the educational institution(s) and for participation by the educational institution(s) in the affairs of the community.
- To provide a cost effective library service for the local community by

- rationalization of facilities including the elimination of unnecessary duplication of scarce or expensive material

- maximizing the availability and use of resources and services.

. To meet the standards applicable for the jurisdications in question for the types of library service to be given.

. To provide access to library networks of various kinds in particular, those serving public libraries and those serving libraries of educational institution(s).

DOCUMENT 2

OPTIMUM CONDITIONS

The Workshop considers that joint use libraries may be successfully established in a variety of locations and with a variety of partnerships.

It nevertheless believes that:

(a) There is a low probability of success of a joint-use library which is not located *either* on the campus of an educational institution *or* in very close proximity to it, say in a "community centre",

(b) considerable scope for the imagninitve planning of joint-use libraries exists in new centres of population where a variety of services could be integrated in a "community centre",

(c) joint-use libraries in primary schools need special care in planning and in sensitivity in organization and management to ensure a successful mix of resources and services for young children and adults,

(d) post-primary schools offer considerable scope for the successful introduction of joint-use libraries, provided that due care is given to the provision of appropriate study facilities which will not encroach on the spaces and facilities required by the general public user,

(e) the optimum locations for joint-use libraries are likely to be:

  (i) in small, rural communities, provided that other relevant factors are favourable, and especially when the school combines both primary and secondary levels of education, and

  (ii) in TAFE/FURTHER EDUCATION/SENIOR/COMMUNITY Colleges because of the close parallels between the students in the host campus and the adult members of the general public, provided that special attention is given to the needs of children.

DOCUMENT 3

THE PLANNING PROCESS INCLUDING

FEASIBILITY AND DESIGN, COMMUNICATION AND EVALUATION

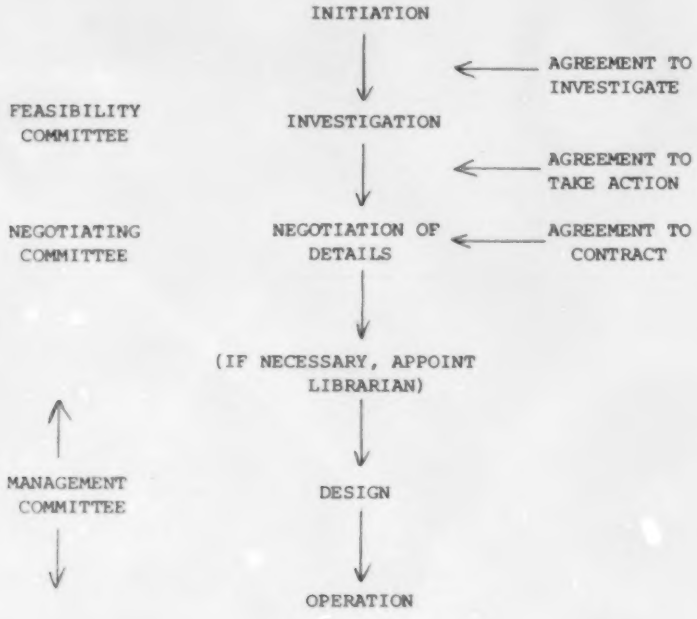
Begin with assumption that there are established Aims and Objectives and Guidelines. The framework for application of these is:

In conjunction with chief officers of relevant authorities

1. Carry out
   (a) a user survey
   (b) a resources survey
   (c) a needs survey

2. Establish
   (a) whether there is existing facility suitable for joint use
   (b) whether there are planned developments with potential for joint-use.

In practical situation, the process of establishing a joint-use library may follow thus:



The Processes

1. Someone with a need should commence negotiations with other authorities, but wherever the impetus comes from it is the responsibility of the state authorities to make known that a joint-use library has potential benefits.

2. Given favourable response from all authorities, a group (the Feasibility Committee) should be established by the local authorities involved under the aegis of the state authorities, to undertake a feasibility study.

3. The group should

   (i) examine

      (a) resources available

      (b) existing facilities

      (c) population trends

      (d) population composition

      (e) any other special issues relevant to the area ,

   (ii) document options available for establishing and funding a joint-use library

   (iii) record any obstacles to practicability.

   Following the Negotiating Committee phase when the project has been founded on a truly workable agreement involving all interested and responsible parties, the Management Committee follows on and should consist of more operatives (to work out details), than policy makers.

4. Once agreement has been reached and as soon as possible, the Librarian in charge should be appointed.

5. To the extent of funds available, the priority in planning and design should be

   (i) meeting common needs

   (ii) planning for special needs.

6. If extension/alteration of building or new buildings is contemplated, an appropriate senior officer should be appointed or one person given the task to determine design needs after consultation with all interested parties. He should prepare an architect's brief and on the approval of that brief be responsible for on-going liaison with the architect.

7. The lessons learnt from joint-use library provision should be publicised by

   (a) Communication - or should be the responsibility of the State Library authority to obtain documentation. At regular intervals (say 6 months) they should feed this information to the AACOBS Working Party on User Needs (WPUN) at least as an interim measure. Suggested that the WPUN write to State Library authorities and get them to agree to this.

   (b) Evaluation -

      (i) to modify and revise as integral part of operation

      (ii) to report on progress as a back-up to communication.

DOCUMENT 4

CONTRACTS

* The Contract must be proceeded by a feasibility study.

CONTENT OF CONTRACT

Signatures - All bodies responsible for the provision of primary funding of resources in joint-use libraries should be signatures to the contract.

1. Objectives

. Range of objectives stated in general terms.

2. Ownership of the Building

. Who owns it

. The event of withdrawing - who has responsibility.

Contribution by

. Capital contributions and subject to conditions regarding capital, cost, ownership, and maintenance of the building and equipment.

3. Construction of Building and Purchase of Equipment

. Initial development - who shall plan, build and equip

. Future development - who is responsible for upgrading of fittings, furniture

- who is responsible for alterations

* Contract should contain a statement which says "NO alterations to the building can be made without prior arrangement with all parties."

- who is responsible for the provision and control of car parks and signs.

4. Maintenance of Building and Equipment

. Who is responsible for all domestic changes

. Who is responsible for the maintenance of all furniture, fittings and equipment

. Who is responsible for provision of telecommunications

. Who is responsible for cleaning

* Contract should take into account cleaning arrangements during school holidays.

5. Management

. Advisory/Management Committee - Contract should contain statements about this Committee under the following headings.

(a) Constitution

* Contract should state to which body/persons this Advisory/Management Committee is responsible.

(b) Composition

* Should include representatives from the principal parties to the contract and representatives from the major user groups.

(c) Powers

(d) Functions

* Should include

(i) developing policy
(ii) overseeing implementation
(iii) representing the interests of the principal parties to the contract
(iv) advising on budget
(v) on-going evaluation
(vi) providing access to records to all parties in the agreement.

. Frequency of meetings of the Advisory/Management Committee should be stated.

. In the event of disagreement - the contract should contain information about how this is to be resolved.

. Should designate who is in charge of administration of the library and to whom this person is responsible.

* Administration and staffing should reflect an unified structure.

* The Head Librarian should have sole responsibility for day-to-day operation of the library, and should implement policy, keep statistics and report to the Advisory/ Management Committee.

. All staff in the library should be responsible to the Head of the library.

6. Policy

. Library resources

- ownership (to include the formula for the allocation of funds for resources)
- integration of shelving and materials
- arrangement for processing
- reservation of stock for student use
- responsibility for insurance of resources.

. Library services

- separate statement of services to be offered to the community and to the schools/college
- should designate hours of operation

  * shall state public rights of access (i.e. no restrictions).

7. Staffing

. Level must be specified in terms of adequacy.

8. Agreement

. Duration of agreement

. Variation of agreement (all parties in the contract)

. Settlement of disputes (to whom parties report).

9. Termination of Agreement

. Provision for termination

. Dissolution

. Apportionment of assets on dissolution.

DOCUMENT 5

STAFFING

1. Staff Selection

In the selection of staff for joint-use libraries consideration should be given to the following characteristics and attitudes:

- service orientation
- a demonstrable ability to work well with people of all ages
- a demonstrable ability to be flexible and adaptable
- an ability to listen
- an ability to organise time

It is expected that these characteristics will be exemplified in the performance of the library team and the orientation of the library services.

Qualifications

- qualified librarian and a qualified teacher
- experienced in both public librarianship and teacher-librarianship

Composition of selection committee

- should include representation of the various bodies involved in the management structure of the joint-use library. It may be necessary to include representation of other bodies e.g. state library authorities

2. Staff Training

(i) Pre-service and continuing education courses for professional staff which focus on joint use libraries should be available. These should include:

(a) field work in the public or school library system

(b) knowledge of administrative, legal and planning framework within which the joint use library operates

(c) training in the complex managerial skills needed in this environment.

In planning such courses consideration should be given to:

(a) appropriate teaching/learning methodologies (i.e. case study approach)

(b) involvement of state education and public library authorities

(c) flexible availability of courses to students.

(ii) Orientation and in-service programmes run in co-operation with state or regional education and public library authorities. Both professional and support staff should be involved in these.

3. Staff Development

Provision should be made for adequate staff development programmes. These should involve all library staff.

4. Staffing Joint-Use Libraries

(a) Assumptions

- two instrumentalities involved, one of them a school
- staff will be supplied by both
- attitudes, expectations, hours of work, vacations, pay will differ
- ONE head librarian
- staff tensions will result and services will suffer.

(b) Possible Solution

- head librarian to have teacher librarianship and public librarianship qualifications and experience
- selection by open advertisement
- staff positions be transferred to allow for appointment and secondment by ONE only of the co-operating departments.

DOCUMENT 6

ADMINISTRATION

1. Access to Joint-Use Facility, Resources and Services

A true joint-use library should be totally accessible in every sense to all of its users.

(i) The location of the joint-use library within the community is crucial to the initial accessibility to the facility e.g. in close proximity to other community facilities.

(ii) Its location within the institution may also be an important factor, so as not to deter the general public.

(iii) It should be available for use by both public and students during all opening hours.

(iv) All materials should be freely available to all users, e.g. A/V materials, student access to adult material, public access to student reading material, etc.

(v) Facilities within the library, e.g. seminar rooms, to be available to all users at any time.

(vi) All services, e.g. I.L.L. to be available to all users.

2. Technical Services

(i) need for integrated stock

(ii) processing of materials should be an item in the school library's budget

(iii) responsibility for selection should rest with the head librarian and staff of the joint-use library.

RESOLUTIONS ADOPTED BY WORKSHOP PARTICIPANTS

RESOLUTIONS *

The participants in the Workshop, after examining their various experiences of joint-use libraries and considering the pre-circulated papers and other relevant information, adopted the following resolutions in the final plenary session:-

1. That this Workshop adopt the following definition of a joint-use library:

   "a joint-use library is one in which two or more distinct groups of users are given equal priority in the same premises, the governance of which is co-operatively arranged between two or more separate authorities."

2. That this Workshop assert its conviction that:

   (a) joint-use libraries, to be assured of successful operation, must be founded on the equal and enthusiastic commitment of all parties;

   (b) joint-use libraries, while offering significant cost benefits in appropriate locations and under suitable management, will be more expensive than the single library required by any one of the participating authorities.

3. That this Workshop highlight the need for the development of guidelines for joint-use library service, including statements on those internal areas for which specific provision for each group of users should be made.

4. That this Workshop request the Working Party on User Needs (WPUN) to:

   (a) develop a statement on guidelines for joint-use library service (the WPUN is asked to note that particular attention should be paid to the role of Management/Advisory Committees);

   (b) present the statement to AACOBS for consideration as to publication;

   (c) ask AACOBS to secure agreement on the statement from such bodies as the Library Association of Australia (LAA), Australian School Library Association (ASLA), state library authorities and education authorities.

5. That this Workshop record its conviction that every joint-use library venture requires a formal, written contract between the co-operating

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* Discussion leading to these resolutions was based on a paper by W.L. Brown, State Librarian, Tasmania, which was circulated at the Workshop.

parties, while recognising that each venture will have its own individuality and that therefore no standard agreement or contract can be universally applied.

6. That this Workshop declare its conviction that there is scope for more co-operative action between individual libraries or library systems than now exists, (and that) joint-use libraries represent one approach to improved resource-sharing.

7. That this Workshop, in order to extend the scope of its deliberations:

   (a) request AACOBS to seek from each Australian library school a response on the implications of increased co-operative acting between libraries (including joint-use ventures), for the style, duration and content of education for librarianship;

   (b) Ask AACOBS to disseminate all responses to each participant of the Workshop and to those to whom the report of the Workshop is distributed;

   (c) request library schools to engage in research into the joint-use library concept, undertake evaluations and case studies of joint-use library practice, and publish the results of such research and studies.

8. That this Workshop record its concern that joint-use ventures may be hindered by different salary awards and conditions of service between sections of the library profession, *and* request AACOBS to ask the LAA to develop a position paper on present conditions and future needs in this area.

9. That this Workshop endorse the view that, where a joint-use library is established on a school or college campus, or where such a library has a significant school or college function, the appointment of staff with both public library and educational expertise is essential.

10. That this Workshop request AACOBS to recommend to state library and education authorities the value of establishing Standing Inter-Departmental Committees on joint-use libraries such as have already been established, in some states, *and* to append to the recommendation information on such existing Committees and their terms of reference.

11. That this Workshop request AACOBS to bring to the attention of the LAA and ASLA the need for regular dissemination on a nationwide basis of current information relating to joint-use library proposals, planning and provision, *and* to seek the views of these Associations as to how this need may best be met.

12. That this Workshop recommend that, in view of the draft policy statement on joint-use libraries recently published by the LAA, information on the outcomes of the Workshop be made available to the Association, together with a comprehensive bibliography of Australian material on the topic.

13. That this Workshop request the Working Party on User Needs to prepare a report of its deliberations and resolutions for submission to AACOBS (the initial draft of this report to be supplied to J. Dwyer and B. Reid for comment prior to finalisation).

14. That this Workshop request AACOBS to publish the final report and to arrange its dissemination to interested bodies and individuals, including the following:

(i) all Workshop participants

(ii) all members of AACOBS

(iii) LAA

(iv) ASLA

(v) Directors-General of Education and Further Education

(vi) State Librarians

(vii) Federal and State Ministers responsible for Education/Local Government/Libraries

(viii) Joint-Use Libraries

15. That this Workshop recommend that review copies of the final report be made available to editors of Australian local government journals as well as to the relevant library journals.

APPENDICES

APPENDIX A

List of Organizations, Government Departments and Institutions With Which Invitees Were Associated.(1)

A.C.T.	Canberra Public Library Service A.C.T. Schools Authority Catholic Education Office Erindale Centre
N.S.W.	Library Council of New South Wales Department of Technical and Further Education Department of Education
N.T.	Northern Territory Library Service Darwin Community College Department of Education
QUEENSLAND	Library Board of Queensland Department of Education Department of Technical and Further Education Albert-Logan Joint Library Service
S.A.	Libraries Board of South Australia Department of Further Education Education Department Parks Community Centre Burra Community/School Library
TASMANIA	State Library of Tasmania Library Services - Schools and Colleges Library Services - Further Education Cygnet Primary School Triabunna District High School
VICTORIA	Education Department of Victoria Library Council of Victoria Boronia High School Templestowe Technical School
W.A.	Library Board of Western Australia Education Department Kalamunda Public Library and Information Service

A number of individuals with special expertise were also invited to participate in their right, and act as resource persons during the Workshop.

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(1) For a variety of reasons not all invitations were accepted. See List of Participants for composition of Workshop group.

APPENDIX B

List of Participants

Ms. Christine ALSOP, Public Librarian, Boronia Library, Boronia, Vic.

Mr. Ian BAKER, Principal, Preston Technical College, Vic.

Mr. Rob BARFUS, Assistant Secretary, Municipal Association, Melbourne, Vic.

Mr. David BARRON, Librarian, Canberra Public Library Service, A.C.T.

Ms. Margaret BARTON, Library Adviser, Catholic Education Office, Manuka, A.C.T.

Mr. D. BORCHARDT, Chairman, AACOBS Standing Committee, A.C.T. (Opening only)

Mr. A.J. BROWN, Superintendent (Educational Resources), Department of Further Education, Adelaide, S.A.

Mr. Alan CADDY, Chief Librarian, Kalamunda Public Library and Information Service, Kalamunda, W.A.

Mr. Doug COOPER, Principal, Cygnet Primary School, Cygnet, Tasmania.

Ms. L. DOBSON, Librarian, Technical and Further Education, Kangaroo Point, Qld.

Mr. Jim DWYER, Principal Education Officer, School Libraries Branch, Adelaide, S.A.

Mr. Richard DRAKE, City Librarian, Public Library, Wollongong, N.S.W.

Mr. Ted FLOWERS, University Librarian, Newcastle, N.S.W.

Ms. Gael FRASER, Librarian, Parks Community Centre, Angle Park, S.A.

Ms. Marina GARLICK, Public Library Division, State Library, Sydney, N.S.W.

Mr. Elery HAMILTON-SMITH, Department of Leisure Studies, Preston Institute of Technology, Vic.

Mr. John HAYES, Public Libraries Division, Department of Local Government, Norwood, S.A.

Mr. Fred JONES, Principal, Erindale Centre, Wanniassa, A.C.T.

Mr. P. KINSELLA, Library Council, State Library, Sydney, N.S.W.

Mr. C. McCABE, Principal, Burra Community School Library, Burra, S.A.

Ms. Mary MESSER, Supervisor, Library and Resource Services, Department of Education, Brisbane, Qld.

Ms. Sue PARKS, Department of Education, North Sydney, N.S.W.

Ms. Amanda PARRISH, Teacher/Librarian, Triabunna District High School, Triabunna, Tasmania.

Mrs. Pam PITKEATHLY, Supervisor of School Libraries, A.C.T. Schools Authority, Lyneham, A.C.T.

Professor John POWER, Department of Political Science, University of Melbourne, Vic.

Mr. Glenn PULLEN, Supervisor, Library Services (Schools and Colleges), State Library, Hobart, Tasmania.

Mr. B. RAYMENT, Acting Deputy Principal, Boronia High School, Boronia, Vic.

Mr. Barrett REID, Executive Officer, Public Libraries Division, Library Council, Melbourne, Vic.

Ms. Jane ROBINSON, Library Board of W.A., Perth, W.A.

Mr. Laurie RYAN, State Librarian, State Library, Brisbane, Qld.

Mr. Barry SHEEN, Supervisor of School Libraries, Library Branch, Education Dept., Melbourne, Vic.

Ms. R. SMITH, Albert-Logan Joint Library Service, Woodridge, Qld.

Ms. Pat STEWART, Head Librarian, Preston Technical College, Preston, Vic.

Ms. Judy TIMBS, Resources Officer, Further Education, Hobart, Tas.

Ms. Margaret TRASK, Head, School of Library and Information Studies, Kuring-gai College of Advanced Education, Lindfield, N.S.W.

Ms. Jane WILSON, Springvale Services Librarian, Dandenong Valley Regional Library Service, Springvale, Vic.

Mr. John WARD, Co-ordinator, Support Services Unit, Planning Services Division, Education Department, Melbourne, Vic.

Ms. Robyn YOUNG, Darwin Community College, Casuarina, N.T.

APPENDIX C

Members of the
AACOBS Working Party on User Needs, 1979/80

Mairéad BROWNE, (Convenor), Senior Lecturer, Kuring-gai College of Advanced Education, N.S.W.

Anthony J. BROWN, Superintendent (Educational Resources), Department of Further Education, South Australia.

Laurie BROWN, State Librarian, Tasmania.

Edward FLOWERS, University Librarian, University of Newcastle, N.S.W.

Elery HAMILTON-SMITH, Lecturer, Department of Leisure Studies, Preston Institute of Technology, Victoria.

William D. THORN, (National Library Liaison Officer), Assistant Director General, Social Sciences and Humanities, National Library of Australia, A.C.T.

Assistance during early stages of planning for the Workshop was received from previous members of the Working Party, in particular Margaret Trask, John Simkin and David Barron.